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WEST OAKLAND
A 701 SUBAREA REPORT

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WEST OAKLAND

A 701 SUBAREA REPORT

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May 1969

City Planning Department, 701 Division
Oakland, California

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INTRODUCTION

This report provides a summary description of the West Oakland Area in terms of selected demographic, housing, and physical characteristics.

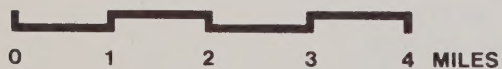
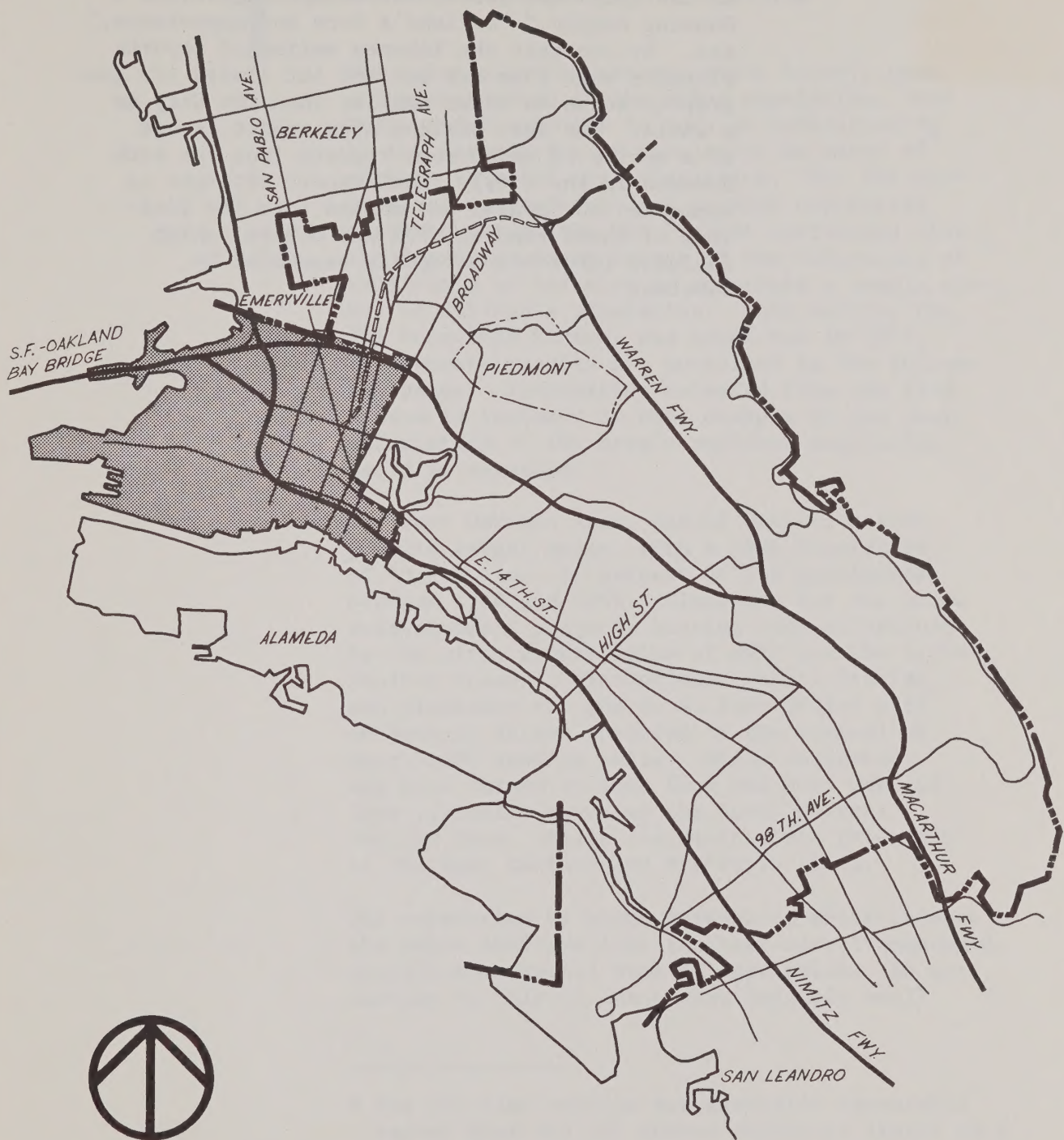
The information contained in the report is based on a series of studies carried out as part of the Oakland 701 Project by City Staff and Consultants.

The 701 Project is an extensive City-wide study aimed at providing the basis for the formulation of a comprehensive development plan for Oakland. It is financed in large part through a federal planning grant under Section 701 of the Housing Act of 1954 (as amended) - a grant made possible when Oakland was declared, in 1964, a depressed area due to its high and persistent unemployment rate.

Although the City Planning Department administered and coordinated the 701 Project and supplied the greater part of the staff, many other City departments have made important contributions to the Project as well. Included among these are the department of Building and Housing, Fire, Traffic Engineering, Street and Engineering, Finance, and the Auditor - Controller's office. In addition the services of several consultants have also been utilized. The Stanford Research Institute is the economic, housing, and general consultant to the Project. Other principal consultants include the Survey Research Center of the University of California, and California Department of Employment, and DeMars and Wells and Jack T. Sidener.

During the Project's surveys and studies, information was collected and analyzed according to various geographic (or statistical) areas smaller than City-scale; these areas ranged in size from the neighborhood to areas over one-third the size of the City. The Household Area or "Subarea" (as used in this report) is the largest of the geographic areas used in 701 studies. The City was divided into seven such "Subareas"; four of these were the City's designated Poverty Target Areas. The West Oakland Area (referred to as "Household Area B" in other 701 reports) is one of these Subareas.

All of the technical reports produced by the 701 Project tend to concentrate on one general subject and



LOCATION OF THE WEST OAKLAND SUBAREA

at the City-wide scale; for example, "Oakland's Housing Supply," "Oakland's Form and Appearance," etc. By contrast the Subarea series of reports presents more than one subject but limits its geographic scope to areas smaller than the City as a whole. The West Oakland Area report is one of a series of seven such reports (one for each Subarea in the City). Each report attempts to summarize in tabular and mapped form the findings of those reports, 701 and others, which included information readily assembled by Subarea.

1

POPULATION CHARACTERISTICS

The urban planning process rests heavily upon an understanding of the urban population. One very useful approach to such an understanding is the description of population in terms of certain selected characteristics. For the purposes of determining more current population characteristics the 701 Project contracted with the Survey Research Center of the University of California at Berkeley to undertake a sample survey of Oakland's population. This survey, the 701 Household Survey, was conducted in 1966. The summary results are contained in the following pages. Information selected from the 1960 Census is included so that changes in the characteristics of the Area's resident population could be revealed.

The West Oakland Area, one of Oakland's four poverty target areas, with a 1966 population of 43,460, lost 25 percent of its population between 1960 and 1966. Clearance for the Acorn Redevelopment project, housing code enforcement by the city, construction of BART and the Grove-Shafter Freeway, discontinued public housing, and clearance for the U. S. Post Office site on Seventh Street resulted in the removal of over 5,000 housing units. White residents who were forced to move from the West Oakland Area typically moved to the South Central Oakland Area. Black residents moved primarily to the East Oakland and Fruitvale Areas.

The proportion of black persons to white between the years 1960 and 1966 remained almost unchanged, despite the overall drop of population. An exception to this is the proportionately small

* The two time periods are generally comparable except that the 701 survey concerned itself with household population only, omitting the residents of group quarters. This lack of comparability should be kept in mind, but poses no great problem since group quarter residents comprised only 2 percent of the total population.

WEST OAKLAND AREA

GENERAL CHARACTERISTICS OF THE POPULATION
1960 AND 1966

ETHNICITY	1960	%	1966	%	% Change
TOTAL POPULATION	57,625	100.0	43,460	100.0	-24.6
White	16,691	29.0	13,020	30.0	-22.0
W/o Spanish Surname	13,426	23.3	9,110	21.0	-32.0
With Spanish Surname	3,265	5.7	3,910	9.0	19.8
Nonwhite	40,934	71.0	30,440	70.0	-25.7
Negro	37,630	65.3	28,020	64.5	-25.6
Other Nonwhite	3,304	5.7	2,410	5.5	-27.1

MISC. CHARACTERISTICS	1960	%	1966	%	% Change
Population in Households	55,972	-	41,660	-	-25.6
Pop. in Group Quarters	1,653	-	1,800	-	8.2
Pop. per Household	2.58	-	2.38	-	- 7.8

RESIDENCE 5 YEARS AGO	1960	%	1966	%	% Change
PERSONS 5 YRS. OLD-OVER	50,626	100.0	37,590	100.0	-25.8
Same House	20,187	39.8	15,220	40.5	-24.7
Different house in U. S.	26,306	51.8	21,740	57.8	-17.4
Central City this SMSA	18,614	36.7	16,720	44.5	-10.2
Other Part - this SMSA	2,508	4.9	1,500	4.0	-40.2
Outside this SMSA	5,184	10.2	3,520	9.4	-32.1
North and West	2,800	5.5	2,350	6.3	-16.1
South	2,384	4.7	1,170	3.1	-51.0
Abroad and Not Reported	4,133	8.1	640	1.7	-84.6

SCHOOL ENROLLMENT	1960	%	1966	%	% Change
TOTAL ENROLLED (5 to 34 Years)	12,587	100.0	10,940	100.0	-13.1
Kindergarten	1,116	8.9	920	8.4	-17.6
Elementary	8,322	66.1	6,960	63.6	-16.4
High School	2,593	20.6	2,740	25.0	5.7
College	556	4.4	200	1.8	-64.1
Special/Not Reported	0	0	120	1.1	-

SCHOOL COMPLETED	1960	%	1966	%	% Change
PERSONS 25 YRS. & OVER	33,571	100.0	24,010	100.0	-28.5
No. School Yrs. compl.	1,338	4.0	1,220	5.6	- 8.9
Elementary: 1-4 years	3,717	11.1	2,530	11.6	-31.0
5-7 years	6,789	20.2	3,400	15.6	-50.0
8 years	5,490	16.4	3,100	14.3	-43.6
High School: 1-3 yrs.	7,879	23.5	6,570	30.2	-16.8
4 years	5,642	16.8	4,360	20.1	-22.8
College: 1-3 years	1,862	5.5	1,600	7.4	-14.1
4 yrs.-more	836	2.5	790	3.6	- 5.5
Not Reported	0	0	440	2.0	-
Median yrs. completed	8.9	-	9.7	-	8.9

AGE AND SEX	TOTAL						White						Nonwhite					
	Male			Female			Male			Female			Male			Female		
	1960	1966	% Ch.	1960	1966	% Ch.	1960	1966	% Ch.	1960	1966	% Ch.	1960	1966	% Ch.	1960	1966	% Ch.
TOTAL	29,799	20,900	-29.9	27,826	20,760	-25.4	9,543	6,760	-29.2	7,148	5,160	-26.8	20,256	14,140	-30.2	20,678	15,600	-24.6
0-10	6,504	4,520	-30.6	6,374	4,130	-35.3	1,015	670	-34.0	908	760	-16.3	5,489	3,850	-29.9	5,466	2,370	-56.6
10-19	3,802	3,450	- 9.3	4,006	3,300	-17.7	680	590	-13.3	756	450	-49.5	3,102	2,850	- 9.1	3,250	2,840	-12.6
20-29	3,263	1,970	-39.7	3,371	2,180	-35.4	1,005	660	-34.3	731	380	-48.1	2,258	1,290	-42.9	2,640	1,800	-31.8
30-39	3,814	1,990	-47.9	3,902	2,080	-46.7	1,108	660	-40.5	763	480	-37.1	2,706	1,340	-50.5	3,139	1,610	-48.7
40-49	3,869	2,130	-45.0	3,545	2,840	-19.9	1,236	510	-58.8	797	630	-21.0	2,633	1,620	-38.5	2,748	2,210	-19.6
50-59	3,965	2,940	-25.9	2,977	2,410	-19.1	1,676	1,420	-15.3	1,040	790	-24.1	2,289	1,520	-33.6	1,937	1,620	-16.4
60-69	2,716	1,320	-51.4	1,935	2,090	8.0	1,486	1,050	-29.4	967	640	-33.8	1,230	1,270	3.3	968	1,460	50.8
70 & up	1,886	1,590	-15.7	1,746	1,740	- 0.5	1,337	1,180	-11.8	1,186	1,030	-13.2	549	390	-29.0	530	700	32.1
MEDIAN AGE	33.8	33.9	0.3	30.4	34.0	11.8	48.0	52.0	8.3	45.5	48.4	6.4	26.9	23.4	-13.1	26.1	28.5	9.2

FAMILY INCOME	All Families					Nonwhite Families				
	1959	%	1965	%	% Change	1959	%	1965	%	% Change
ALL FAMILIES	12,306	100.0	9,060	100.0	-26.4	9,094	100.0	6,740	100.0	-25.9
Under \$2,000	3,012	24.5	1,040	11.4	-65.5	2,386	26.2	620	9.2	-74.1
\$2,000 - \$3,999	3,297	26.8	2,280	25.1	-30.8	2,469	27.2	1,760	26.0	-28.7
\$4,000 - \$5,999	3,205	26.0	2,300	25.3	-28.2	2,423	26.7	1,800	26.6	-25.7
\$6,000 - \$7,999	1,622	13.2	1,550	17.1	- 4.4	1,165	12.8	1,260	18.6	8.2
\$8,000 - \$9,999	615	5.0	800	8.8	30.1	350	3.9	550	8.1	57.1
\$10,000 and over	555	4.5	870	9.6	56.8	301	3.3	600	8.9	99.3
Not Reported	0	0	230	0.3	-	0	0	130	0.2	-
MEDIAN INCOME:										
Families	\$3,902	-	\$4,830	-	23.8	\$3,724	-	\$4,954	-	33.0
Families & Unrelated Individuals	\$2,696	-	\$3,784	-	40.4	\$2,917	-	\$4,070	-	39.5

MARITAL STATUS	Total - 14 Years and Over						Nonwhite - 14 Years and Over					
	Male			Female			Male			Female		
	1960	1966	% Change	1960	1966	% Change	1960	1966	% Change	1960	1966	% Change
TOTAL	21,314	9,080	-57.4	19,541	15,300	-21.7	13,107	6,160	-53.0	13,582	11,090	-18.3
Single	6,422	2,460	-61.7	3,413	2,720	-20.3	3,511	1,620	-53.9	2,350	2,040	-13.2
Married	11,253	5,660	-49.8	11,415	8,290	-27.4	7,962	4,010	-49.6	8,488	6,200	-21.1
Separated	1,609	560	-65.2	1,997	1,770	-11.4	1,126	380	-66.3	1,736	1,420	-18.2
Widowed	1,677	420	-75.0	3,058	3,150	3.0	827	130	-84.3	1,653	2,000	21.0
Divorced	1,962	540	-72.5	1,655	1,140	-41.1	807	400	-50.4	1,091	850	-22.1

Sources: 1960 U. S. Census of Population
1966 701 Household Survey

population with Spanish surnames which showed an increase of 20 percent. By 1966 the median age for the male black population was 23 years compared to 52 years for the male white population. For the female population the difference was only slightly less dramatic--29 years as compared to 48 years.

School enrollment in the West Oakland Area dropped 13 percent between 1960 and 1966, only half as fast as the total population. Educational attainments generally increased during this period. About 33 percent more persons 25 years old and over had completed high school or college in 1966 than in 1960. The number of median school years completed rose from 8.9 to 9.7. As significant as these increases appear, however, the West Oakland Area has by far the lowest educational achievement level of any area in the city.

Family income increased by 24 percent between 1959 and 1965. However, in 1965 the median family income was only \$4,830, substantially below the city median of \$7,925 or even the target area median of \$6,087. Whites and blacks in the area appear to have equally low incomes. Even though the number of families earning over \$10,000 increased by 57 percent, this amounted to only about ten percent of all families. This stands in sharp contrast to 33 percent for all families coming over \$10,000 in the city, and 16 percent in the remaining target areas. The poverty level, therefore, is significant. According to poverty income limits defined by the U. S. Bureau of Work Programs,* 13,640 persons or 32.7 percent were found to be below this poverty level in 1966, compared to the city-wide rate of 12.8 percent. Under the more liberal definition of poverty, such as that used by the Oakland Economic Development Council, Inc., the number of poor was found to be 19,290 or 46.3 percent.

* The Bureau of Works Program definition of poverty level represents incomes, based on family size, which are deemed just sufficient to maintain a minimum nutritionally sound diet while allowing for other needs. For example, the BWP poverty income level for a family of four is set at \$3,200.

2

FUTURE POPULATION CHARACTERISTICS

Population projections are of fundamental importance to the urban planning process. The best use of limited public resources cannot be determined unless the characteristics of future population are understood. Without knowing something about the probable socio-economic composition of future population, the age distribution, and the overall increase or decrease in various areas throughout the City, it would be virtually impossible to design effective programs for the provision of public services or to guide public and private physical development activities.

Stanford Research Institute, principal consultant to the 701 Project, was charged with the responsibility of projecting the general characteristics of the City's population to 1985.

Two population projections are presented for 1985. The two projections, a high and a low, represent the probable population range twenty years in the future. The high 1985 population is essentially a projection, by race and age, of recent trends in birth, death, immigration, and outmigration rates. The low 1985 population resulted from altering several basic assumptions about the rate of change; it assumes declines in the non-white rate of immigration and fertility ratio. These figures are shown on the attached tables.

Projecting population in terms of total increase is only the first step towards an understanding of the significance of population change. For the purposes of the 701 Project one of the most important reasons for projecting population was to provide inputs into an analysis of the characteristics of Oakland's housing requirements during the next twenty years. As a consequence, the 1985 population projections were converted into family types. These data are expressed on the following pages in terms of race, age of household, size of household, and income level.

WEST OAKLAND AREA

TOTAL DISTRIBUTION OF FAMILIES BY INCOME, RACE, AGE OF HEAD, AND HOUSEHOLD SIZE
1966 AND 1985 (IN HUNDREDS)

INCOME			Head of Household, 64 Yrs. or Younger															Head of Household, 65 Yrs. or Older									Total Families & Individuals		
			1 Person			2 Adults 0 Children			Family W/1-3 Child			Family W/4+ Child			Total			1 Person			2+ Persons			Total					
			1966	1985		1966	1985		1966	1985		1966	1985		1966	1985		1966	1985		1966	1985		1966	1985				
				** LW LB	** LW HB		LW LB	LW HB		LW LB	LW HB		LW LB	LW HB		LW LB	LW HB		LW LB	LW HB		LW LB	LW HB		LW LB	LW HB	LW LB	LW HB	
Total	\$0-3,999	35	18	21	8	1	2	11	5	6	5	1	1	59	25	30	24	16	17	9	4	4	33	20	21	92	45	51	
	4-7,999	19	10	13	13	3	4	14	5	7	8	8	10	54	26	34	3	2	3	5	5	10	8	7	13	62	33	47	
	8-14,999	8	12	13	6	7	4	7	9	11	1	2	2	22	30	30	0	0	*	2	2	3	2	2	3	24	32	33	
	15,000+	0	0	1	1	3	3	2	14	16	0	0	0	3	17	20										3	17	20	
	TOTAL		62	40	48	28	14	13	34	33	40	14	11	13	138	98	114	27	18	20	16	11	17	43	29	37	181	127	151

Black***	\$0-3,999	21	10	13	5	*	1	8	4	5	4	1	1	38	15	20	7	2	3	5	1	1	12	3	4	50	18	24
	4-7,999	7	6	9	8	2	3	11	4	6	6	6	8	32	18	26	2	1	2	2	2	7	4	3	9	36	21	35
	8-14,999	1	4	5	5	5	2	5	6	8	1	2	2	12	17	17	0	0	*	1	*	1	1	*	1	13	17	18
	15,000+	*	*	1	0	1	1	1	12	14	0	0	0	1	13	16										1	13	16
	TOTAL	29	20	28	18	8	7	25	26	33	11	9	11	83	63	79	9	3	5	8	3	9	17	6	14	100	69	93

White***	\$0-3,999	14	8	8	3	1	1	3	1	1	1	*	*	21	10	10	17	14	14	4	3	3	21	17	17	42	27	27
	4-7,999	12	4	4	5	1	1	3	1	1	2	2	2	22	8	8	1	1	1	3	3	3	4	4	4	26	12	12
	8-14,999	7	8	8	1	2	2	2	3	3	0	*	*	10	13	13	0	0	0	1	2	2	1	2	2	11	15	15
	15,000+	0	0	0	1	2	2	1	2	2	0	0	0	2	4	4										2	4	4
	TOTAL	33	20	20	10	6	6	9	7	7	3	2	2	55	35	35	18	15	15	8	8	8	26	23	23	81	58	58

POPULATION IN HOUSEHOLD BY AGE AND RACE
1966 AND 1985 (IN THOUSANDS)

AGE GROUP	1966						1985						1985					
													LWLB			LWHB		
	Black		White		Total		Black		White		Total		Black		White		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
Persons Under 18	11.3	41	3.2	23	14.5	35	11.3	48	2.5	23	13.8	40	15.0	49	2.7	24	17.7	42
18-64	11.7	50	7.7	54	21.4	51	11.2	48	5.2	47	16.5	48	13.5	44	5.2	46	18.7	45
65 Yrs & Older	2.4	9	3.3	23	5.7	14	.9	4	3.4	30	4.3	12	2.2	7	3.4	30	5.6	13
Total	$\frac{66\%}{27.4}$	100%	$\frac{34\%}{14.2}$	100%	$\frac{100\%}{41.6}$	100%	$\frac{68\%}{23.4}$	100%	$\frac{32\%}{11.2}$	100%	$\frac{100\%}{34.6}$	100%	$\frac{73\%}{30.7}$	100%	$\frac{27\%}{11.3}$	100%	$\frac{100\%}{42.0}$	100%

SOURCES: Stanford Research Institute (R.G. Spiegelman), Population Projections and Housing Requirements for Oakland in 1985. (A 701 Project Publication); Menlo Park, California, 1968. (Selected data adjustments by 701 Project staff)
701 Project Advance Transportation Planning Team, Oakland Preliminary Circulation Plan, 1966-1985. Oakland, California, 1968.

* Numbers have been deleted when there are fewer than 50 families.

** LWLB represents a total 1985 population based on a combination of low white and low black projections.

LWHB represents a total 1985 population based on a combination of low white and high black projections.

*** Black represents Negro. White represents non-Negro.

Almost 42,000 persons and 18,000 families lived in the West Oakland Area in 1966. The 1985 high projection suggests a population very close to the 1966 total; however, the number of families residing in the area is expected to decrease by 17%. The 1985 low projection suggests a 17% drop in total population and close to a 30% decrease in the number of families. The apparent disparity between total population and the number of families is related to: 1) an increase or a relatively small decrease in the number of families with children and, 2) a relatively rapid decrease in the number of childless families and 1 person families. Closely related to these changes is the disproportionate increase in the number of young people below the age of 18 which appears in both high and low projections. In 1966, 1 of every 4 household heads were over 65 years of age. This same ratio is expected for 1985 in both low and high projections.

In 1966 nearly twice as many black persons lived in West Oakland as did white persons. The 1985 low projection shows this 2 to 1 ration holding constant. However, the high projection suggests a 20% decline in the white population but an 11% increase in the black population. In both projections most of the elderly are white while a disproportionate share of the young are expected to be black.

Both projections indicate substantial increases in median family income. In 1966 only 15% of all families earned over \$8,000 per year while 51% earned under \$4,000. The high projection for 1985 suggests that 35% of all families will earn over \$8,000 (measured in terms of 1965 dollars) while the number earning less than \$4,000 will drop to 34%. For the low projections these proportions are expected to be 39% and 35% respectively. However, both projections suggest that a disproportionately large share of those families with less than \$4,000 will be elderly.

3

LABOR FORCE CHARACTERISTICS

A significant portion of the 701 Project effort was directed towards studies which could form a basis for projects and programs focusing on the development of a healthy economy and the reduction of hard-core unemployment. A description of the City's resident labor force was an essential ingredient in these studies. The following pages concentrate on the employment status, occupation, and place of work of the Area's residents; they also present the highlights of the labor force characteristics of the household population in the West Oakland Area for the years 1960 and 1966.*

Between 1960 and 1966 the total number of males in the West Oakland Area 14 years old-and-over declined by over 33 percent while the male labor force participants decreased by 35 percent. By contrast the total number of females 14 years old and over declined by 22 percent while the number of female labor force participants increased by 1 percent. These changes reflect changing trends in the sex and age compositions, a greater number of women leaving the home to seek employment, and generally increased job opportunities for women. The unemployment rate dropped for both men and women, from 18.4 to 13.8 percent for men, and 17.1

* The 1960 data are based on the U. S. Census. 1966 data are based on the 701 Household Survey, conducted in 1966, of Oakland's household population. The 1966 unemployment figures are assumed to be slightly inflated since the interviews for the Survey were conducted in June, a month in which unemployment traditionally takes a sharp rise.

In the tables "Labor Force" includes all persons classified as employed or unemployed; "Civilian Labor Force" excludes members of the Armed Forces. "Employed" persons comprise all civilians 14 years old and over who work, regardless of temporary absences, such as vacation, illness or strikes. "Unemployed" persons are defined as persons 14 years old and over who are not at work but looking for work.

WEST OAKLAND AREA

LABOR FORCE CHARACTERISTICS OF THE HOUSEHOLD POPULATION
1960 AND 1966

EMPLOYMENT STATUS MALE AND FEMALE	Males					Females					Total				
	1960	%	1966	%	% Change	1960	%	1966	%	% Change	1960	%	1966	%	% Change
14 Years Old and Over	21,155	100.0	14,270	100.0	-32.6	19,700	100.0	15,300	100.0	-22.3	40,855	100.0	29,570	100.0	-27.6
Labor Force	14,704	69.5	9,550	66.9	-35.1	7,104	36.0	7,010	45.8	-1.3	21,808	53.4	16,560	56.0	-24.1
Not in Labor Force	6,451	30.5	4,720	33.1	-26.8	12,596	64.0	8,290	54.2	-34.2	19,047	46.6	13,010	44.0	-31.7
Civilian Labor Force	14,188	100.0	9,520	100.0	-32.9	7,075	100.0	7,010	100.0	-0.9	21,263	100.0	16,530	100.0	-22.3
Employed	11,571	81.6	8,200	86.2	-29.2	5,863	82.9	5,950	84.9	1.5	17,434	81.9	14,150	85.6	-18.8
Unemployed	2,617	18.4	1,310	13.8	-50.0	1,212	17.1	1,060	15.1	-12.6	3,829	18.1	2,370	14.4	-38.1
Married Women in Labor Force (husband present)	-	-	-	-	-	3,071	43.6	3,100	44.3	0.9	-	-	-	-	-

EMPLOYMENT STATUS WHITE & NONWHITE MALES	White Males					Nonwhite Males				
	1960	%	1966	%	% Change	1960	%	1966	%	% Change
14 Years Old and Over	8,391	100.0	5,700	100.0	-32.1	12,764	100.0	8,570	100.0	-32.9
Labor Force	5,372	64.0	3,220	57.0	-40.1	9,332	73.1	6,300	73.5	-32.2
Not in Labor Force	3,019	36.0	2,450	43.0	-18.8	3,432	26.9	2,270	26.5	-22.9
Civilian Labor Force	5,007	100.0	3,260	100.0	-34.9	9,181	100.0	6,260	100.0	-21.8
Employed	4,202	83.9	2,800	86.2	-33.4	7,369	80.3	5,400	86.4	-26.6
Unemployed	805	16.1	450	13.8	-44.1	1,812	19.7	860	13.6	-52.5

OCCUPATION	1960	%	1966	%	% Change
TOTAL EMPLOYED	17,434	100.0	14,150	100.0	-18.8
Professionals & Managers	1,395	8.0	1,620	11.4	17.1
Clerical and Sales	1,977	11.3	1,950	13.8	-1.4
Craftsmen and Operatives	4,053	23.3	4,490	31.7	10.8
Private Household & Service Laborers	3,933	22.6	3,790	26.8	-3.6
Occupation not Reported	2,422	13.9	2,050	14.5	-15.4
	3,654	21.0	250	1.8	-

PLACE OF WORK	1960	%	1966	%	% Change
INSIDE SMSA	14,251	100.0	13,800	100.0	-3.2
San Francisco	811	5.7	1,490	10.7	83.7
Oakland	10,469	73.5	8,300	60.2	-21.7
Alameda Co.(exc. Oakland)	2,441	17.1	2,480	18.0	1.6
Other SMSA	530	3.7	1,530	11.1	188.7
Not Reported (incl. outside SMSA)	3,106	21.8	390	2.8	-

NUMBER OF TRIPS FROM RESIDENTIAL AREAS BY OCCUPATION
1966

PEAK HOUR TRIPS					OAKLAND BOUND					
Res. Area	Trips	Total	Outside Oakland Bound	Oakland Bound	Total Oakland Bound	Professional	Managerial Clerical	Sales	Service	Industrial
Total	Total Trips	4,669	1,867	2,802	2,802	90	410	63	661	1,578
	%	100.0	40.0	60.0	100.0	3.2	14.6	2.3	23.6	56.3
13	No. of Trips	1,012	405	607	607	32	103	11	147	314
	%	100.0	40.0	60.0	100.0	5.3	17.0	1.8	24.2	51.7
14	No. of Trips	1,100	440	660	660	16	77	13	169	385
	%	100.0	40.0	60.0	100.0	2.4	11.7	2.0	25.6	58.3
15	No. of Trips	1,671	668	1,003	1,003	24	125	18	243	593
	%	100.0	40.0	60.0	100.0	2.4	12.5	1.8	24.2	59.1
16	No. of Trips	886	354	532	532	18	105	21	102	286
	%	100.0	40.0	60.0	100.0	3.4	19.7	3.9	19.2	53.8

SOURCES: Survey Research Center (William L. Nicholls, II), University of California, Berkeley, 1967: Housing and Population Tabulations from the 701 Household Survey of Oakland.

1960 Data is based on U.S. Census of Population and Housing.

701 Project Advance Transportation Planning Team, Oakland Preliminary Circulation Plan, 1966 - 1985. Oakland, California, 1968.

to 15.1 percent for women. The 13.8 percent unemployment rate for males is by far the highest in the city and is twice as great as the citywide rate of 6.6 percent. The high female unemployment rate, while considerably higher than the 10.8 percent female rate for the city as a whole below the unemployment rate in both the Fruitvale and the East Oakland Areas.

In 1960, of the employed residents of the West Oakland Area, 74 percent worked in Oakland, 17 percent elsewhere in Alameda County, 6 percent in San Francisco, and 3 percent worked elsewhere. By 1966 the picture had changed considerably. Now only 60 percent worked in Oakland, 18 percent worked elsewhere in Alameda County, and 11 percent in San Francisco. Between 1960 and 1966, although the total number of jobs in Oakland increased, fewer Oakland residents were holding these jobs. This general pattern is also evident in the West Oakland Area. It appears that Oakland is providing jobs for large numbers of whites who live outside the city, including those who recently moved from Oakland but continue to hold jobs in the city. At the same time more Oakland residents were finding jobs outside the city.

The occupational trends in the West Oakland Area only partially parallel those for the city as a whole. Since 1950 the greatest gain in employment within the city occurred in the service industries. At the same time manufacturing jobs declined. Some service related jobs held by West Oakland Area residents, such as professional and managers, increased by 17 percent. Clerical, sales, private household and service held steady. Employment of craftsmen and operatives, however, increased 11 percent. Laborers declined by 15 percent, following the general trend.

4

HOUSING CHARACTERISTICS

One of the more important objectives of the 701 Project was to provide an informational and analytical basis for establishing a City-wide housing policy. A description of the present housing supply and the characteristics of change during recent years is a necessary and basic first step towards the eventual formulation of such a policy. Similar to the problems associated with population characteristics, the lack of up to date information led to a sample residential survey, conducted in 1966, of Oakland's housing supply. The City's Building and Housing and City Planning Departments, Stanford Research Institute, and the University of California Survey Research Center all cooperated in the design and the conduct of the Survey.

The tables in this section provide information about the characteristics of the housing supply in the West Oakland Area and highlight some of the important changes that took place in the six years between 1960 and 1966.*

CHARACTERISTICS OF HOUSING IN THE WEST OAKLAND AREA

The West Oakland Area is by far the city's oldest household area in terms of housing. Half of its housing units are at least 60 years old, while only a bare five percent are in structures built since 1950. Most of the housing pattern is a mixture of single-family dwelling units, apartment buildings, and hotels, with well over half the units in buildings containing three or more units. New construction and demolition occurred at unusually high rates between 1960 and 1966. Although 750 units

* All 1966 data are based on the 701 Project's Residential Survey, and all 1960 data are based on the U. S. Census of Population and Housing. In using the tables caution should be used whenever the number of cases in a given cell is small, since the standard error increases as the sample size decreases.

WEST OAKLAND AREA

SELECTED CHARACTERISTICS OF HOUSING UNITS
1960 AND 1966

SINGLE & MULTIPLE UNITS	1960	%	1966	%	% Change
TOTAL HOUSING UNITS	24,139	100.0	19,800	100.0	-18.0
Single Family Units	7,781	32.2	6,350	32.0	-18.4
Multiple Units	16,358	67.7	13,460	68.0	-17.7
TOTAL VACANT UNITS	2,455	100.0	1,410	7.1	-42.6

OWNER & RENTAL UNITS	1960	%	1966	%	% Change
TOTAL OCCUPIED HOUSING UNITS	21,684	100.0	18,390	100.0	-15.2
Owner Occupied Units	3,895	18.0	4,980	27.0	27.9
Renter Occupied Units	17,789	82.0	13,420	73.0	-24.6
Median Value of Owner Occupied Single-Family Detached Homes	\$11,800	-	\$15,900	-	34.7
Median Gross Rent of Renter Occupied Units	\$54	-	\$66	-	22.2

HOUSING UNITS BY SIZE OF STRUCTURE	Number of Units in Structure					
	Total	1	2	3-4	5-9	10+
1960	24,139	7,781	3,374	3,008	2,901	7,075
1966	19,800	6,350	2,300	2,700	2,410	6,040

NUMBER OF BEDROOMS IN HOUSING UNITS IN 1966								
No. of Bed-rooms in Unit	Total	Rmg.	Studio	1	2	3	4	5+
Total Units	19,800	3,050	2,710	3,980	6,130	2,800	910	220
Rental Units	14,760	3,030	2,710	3,700	3,420	1,600	200	90
Owner Units	5,040	20	10	280	2,700	1,200	710	120

CHANGES IN HOUSING UNITS	Total	Single-Family	Multiple
Units Added By New Construction	750	0	750
Units Removed By Demolition	5,090	1,440	3,660
Net Change in Units	-4,340	-1,440	-2,900

GROSS RENT OF OCCUPIED RENTAL HOUSING UNIT	Total	Than \$59	\$60-79	\$80-99	\$100-149	\$150+	No Cash Rent or Rent Unknown	Median Gross Rent	Median Contract Rent
1960	17,752	10,726	5,028	1,417	249	5	327	\$54	\$50
1966	13,420	5,490	4,260	2,370	1,210	-	90	\$66	\$62
Increase 1960 to 1966:								22.2%	

VALUE OF OCCUPIED SINGLE-FAMILY HOUSES	Total	Less Than \$10,000	\$10,000 To \$14,900	\$15,000 To \$19,900	\$20,000 To \$24,900	\$25,000+	Value Unknown	Median Value
1960	2,649	880	1,232	402	75	60		\$11,800
1966	3,060	320	540	860	380	50	930	\$15,900
Increase 1960 to 1966:								34.7%

Housing By Year of Construction 1966	Total	Built Before 1900	1900 to 1909	1910 to 1919	1920 to 1929	1930 to 1939	1940 to 1949	1950 to 1959	1960 to 1966	Age Unknown	Median Age in Years	% Built 1950 or Later
Housing Units %	19,800 100.0	6,590 36.4	4,950 27.4	3,500 9.4	1,100 6.1	130 0.7	780 4.3	370 1.8	670 3.7	1,170	61.0	5.5
Residential Buildings %	8,520 100.0	3,790 47.5	2,360 29.6	1,120 13.9	330 4.1	60 0.7	190 2.3	50 0.7	90 1.2	530	65.2	1.8

SOURCES: City Planning Department, City of Oakland, 1966: Oakland's Housing Supply: Cost, Condition, Composition, 1960 - 1966.
1960 data is based on U.S. Census of Population and Housing.

were added by new construction during this period, all of them multiples, 5100 housing units were demolished. As a consequence the West Oakland Area experienced a net loss of 4300 units, or almost 18 percent of its total housing supply. The heavy loss was due to demolition for the Acorn Redevelopment Project, the new MacArthur and Grove-Shafter Freeways, and Bay Area Rapid Transit construction. In addition, several blocks were cleared for the new Post Office on Seventh Street, and over 1000 dilapidated units were torn down or vacated.

Owner-occupied units in 1966 accounted for only 27 percent of all units, by far the lowest of all the city's household areas. However, in 1960 only 18 percent of all units in West Oakland were owner-occupied. Owner units were generally larger, the bulk of these containing two and three bedrooms in 1966, while the rental units were more typically one and two-bedroom units.

The median gross rent (including cost of gas, electricity and water) increased 22 percent, from \$54 to \$66. By comparison, for Oakland as a whole, gross rents increased from \$73 in 1960 to \$95 in 1966. The median value of owner-occupied single-family homes in the Area rose by 35 percent, to \$15,900.

5

HOUSING AND ENVIRONMENTAL QUALITY

One of the purposes of the 701 Project Residential Survey was to collect data concerning the condition of buildings and the property on which they are placed in order to determine the degree and location of urban blight within Oakland. Urban blight as used here refers to the existence of deficiencies in the quality of buildings and their immediate environment.

Building deficiencies include such defects as inadequate or unsafe plumbing, heating or electrical facilities, deteriorating conditions not correctable by normal maintenance, and other equally significant building deficiencies. Overall building condition was determined by a condition-of-structure rating system which was based on an exterior survey.

The life expectancy of a building is another measure of building deficiency. Life expectancy represents an approximation of a building's remaining economic age. Economic age was based on the Alameda County Assessor's rating of the building at the time of construction, with subsequent adjustments made to account for any substantial remodeling.

Overcrowding of housing units, while not necessarily a direct indicator of a building's present deficiency, is nevertheless a critical measure of the adequacy of the housing supply; it not only indicates a shortage of housing, but also may contribute to future housing deterioration. Buildings with housing units of questionable legality provide another measure of a building's deficiency.

Environmental deficiencies are typically more difficult to measure than building deficiencies. However, some direct environmental deficiency measurements were obtained during the Residential Survey, and are shown in the table as "Condition of Property," "Adequacy of Yards and Courts,"

WEST OAKLAND AREA
CHARACTERISTICS OF BLIGHT AND RELATED INFORMATION
1960 AND 1966

	SELECTED BLIGHT AND RELATED STATISTICS	Area Total	Residential Areas			
			13	14	15	16
TOTAL HOUSING SUPPLY	Total Housing Units, 1960	24,139	4,656	4,945	8,841	5,697
	Total Housing Units, 1966	19,800	3,940	3,580	7,950	4,330
	Total Residential Buildings, 1966	8,520	1,620	2,290	3,960	650
BUILDING DEFICIENCIES	Housing Units in Deteriorating and Dilapidated Buildings, 1966 - Percent	49.5	41.8	66.4	62.8	17.9
	Residential Buildings Deteriorating and Dilapidated, 1966 - Percent	63.7	48.1	69.9	69.9	43.3
	Residential Buildings Whose Estimated Life Expectancy Had Run Out by 1969 - Percent	86.5	69.5	94.0	89.3	81.1
	Overcrowded Households, 1960 - Percent	16.3	--	--	--	--
	Overcrowded Households, 1966 - Percent	10.4	--	--	--	--
	Rank of Areas by Highest Percent Deteriorating and Dilapidated Housing Units - 1960	1	7	1	3	2
	Rank of Areas by Highest Percent Deteriorating and Dilapidated Housing Units (by Condition of Building)-1966	1	4	1	2	10
	Buildings with Housing Units of Questionable Legality, 1966 - Percent	9.0	6.3	11.1	9.6	5.4
ENVIRONMENTAL DEFICIENCIES	Condition of Property, 1966 - Percent Poor or Bad	32.7	26.9	38.5	34.9	13.0
	Adequacy of Yards and Courts, 1966 - Percent Inadequate	28.2	13.8	32.3	28.7	46.5
	Sidewalk Condition, 1966 - Percent Poor or Bad	23.2	4.8	32.5	27.2	11.8
	Mixed Land Use: Dwelling Units on Streets (One Block, Both Sides of Street) On Which More Than Two Nonresidential (Commercial, Industrial, etc.) Land Uses Occur - Percent	25.8	--	--	--	--
AGE OF BUILDINGS	Median Age of Residential Buildings, 1966 - Years	65.2	58.5	66.+	66.+	62.3
	Residential Buildings by Year of Construction, 1966 - Percent					
	Built before 1909	77.1	60.9	84.0	79.0	77.3
	Built 1910 - 1929	18.0	33.1	12.8	14.6	22.3
	Built 1930 - 1949	3.0	2.0	1.6	4.7	0.0
	Built 1950 - 1966	1.9	4.0	1.5	1.7	0.5

SOURCES:

Survey Research Center (William L. Nicholls II), University of California, Berkeley, 1967: Housing and Population Tabulations From the 701 Household Survey of Oakland; and Poverty and Poverty Programs in Oakland.
City Planning Department, 701 Division, City of Oakland, 1966: Oakland's Housing Supply: Cost, Condition, Composition, 1960-1966; and Residential Survey and Data File.
Alameda County Assessor's Records.
1960 data is based on U.S. Census of Population and Housing.

EXPLANATION OF TERMS USED:

Residential Buildings - Any structure containing one or more housing units.
Deteriorating and Dilapidated Buildings - Buildings which would require a sizable expenditure for repairs to make them nearly equivalent to a new building or demolition which is clearly called for.
Life Expectancy - A term applied by the Oakland City Planning Department to a rating assigned by the Alameda County Assessor to buildings at the time of construction or remodeling, based on the quality and type of construction of the buildings. Although this measure is only a statistical approximation, it implies that buildings whose estimated Life Expectancy had run out by 1969 would be on or beyond the threshold of nonrehabilitable deterioration.
Overcrowded Households - Households with more than one person per room. (A bathroom is not counted as a room.)
Housing Units of Questionable Legality - Units that may have been converted or otherwise created in violation of the Oakland Housing Code, Building Code or zoning regulations.
Condition of Property - A rating relating to the entire parcel, including accessory buildings, driveways and walkways, fences and landscaping, sanitation and materials storage, but excluding the main building(s).
Adequacy of Yards and Courts - A rating which measures how well a building conforms to the Housing and Building Code's Yard and Court requirements for a comparable new building.
Sidewalk Condition - Condition of sidewalk in front of property.

and "Sidewalk Condition." All of those elements, yards, courts, or sidewalks rated as deficient were either dilapidated and beyond repair or were in need of major repair and would require expenditures of at least 50 percent of the element's total replacement cost to restore it to sound condition. In the case of yards and courts the degree of conformity to Oakland's Housing Code requirements for a comparable new building was considered.

Another element of environmental deficiency is the presence of mixed land uses that may subject the residential uses in the mix to adverse or blight producing influences. In this section, an adverse situation is deemed to exist when housing units occur in a street segment containing more than two nonresidential parcels.

Finally, because of its close relationship to condition, data concerning the age of residential buildings are also included in this section.

All of the above material is included in the table accompanying this chapter and discussed in the following pages.* In addition, other factors of environmental blight which are not subject to hard and fast measurements will be briefly discussed. These factors were observed during the course of the 701 Urban Design Survey.

The West Oakland Area is the oldest, and clearly the most blighted Area in the city. Thirteen of the fourteen characteristics shown in the blight statistics table rank the West Oakland Area as the City's most seriously deteriorated area, and one which contains the greatest number of building and environmental deficiencies. Out of 8,500 buildings almost two-thirds were found

* Most of the data in the table covers 1966 only. Much of this data was not available for 1960, and condition statistics, though included in the 1960 Census of Housing, were based on different rating techniques than those used in the 701 Residential Survey.

to be deteriorating or dilapidated in 1966. Almost one-half of its 19,800 housing units were in these categories. Eighty-seven percent of the residential buildings will have reached the end of their economic life by 1969, and one out of every eleven residential buildings contain housing units of questionable legality. The only index indicating improvement in the six-year period was the proportion of overcrowded households, which showed a drop from 16 to 10 percent.

The incidence of measurable environmental deficiencies is not quite as severe, but it does occur quite frequently. The condition of properties was found to be deficient in 33 percent of the cases; for adequacy of yards and courts this was 28 percent. Twenty-three percent of the sidewalks were rated deficient and 26 percent of the dwelling units were found to be on streets with mixed land use.

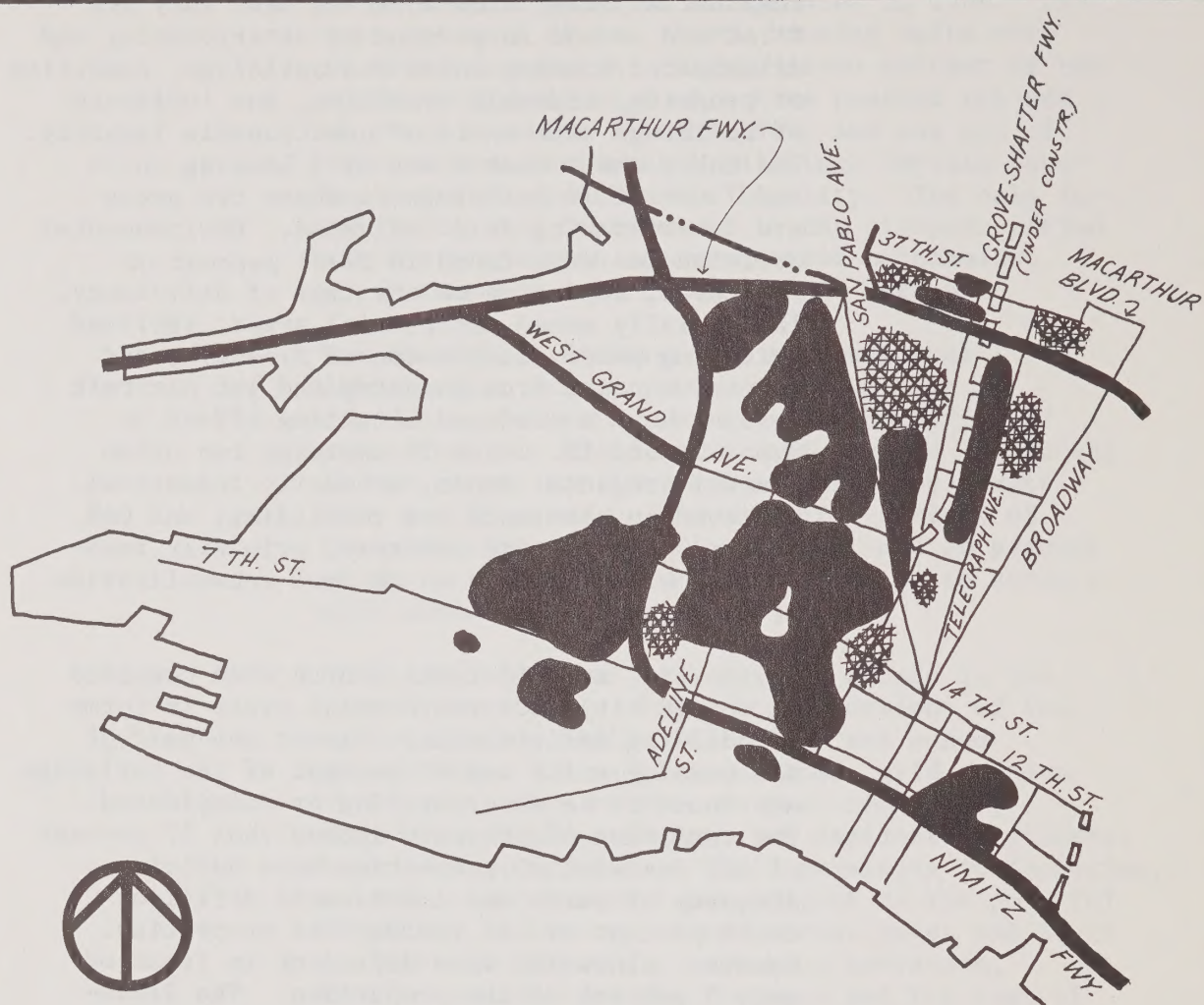
Other environmental deficiencies abound in the West Oakland Area. Significant portions of the medium density residential areas are zoned industrial. The undifferentiated grid pattern of streets, many of them in poor condition, draw heavy traffic through its residential streets. Many residences, due to their proximity to factories, railroads and freeways are subject to the powerful blighting influences of industrial noise and truck traffic, freight train switching operation, traffic noises from the freeways and the roar of jet aircraft from the Alameda Naval Air Station. In addition, several of the residential neighborhoods are cut off from one another by the double-decked Nimitz freeway and by industrial corridors. Community facilities are inadequate or lacking. Except for De Fremery Park the area is severely deficient in parks and recreational space for use by its residents. Most of the schools are overcrowded, many accommodating 20 percent more students than the facility was designed to hold.

For purposes of finer analysis, the West Oakland Area was divided into four residential areas. Residential area 14 is the most blighted followed in order of severity by areas 15, 13, and 16. Residential areas 14 and 15, containing the Prescott, Acorn, Oak Center, McClymonds and Poplar neighborhoods, are the two most deteriorated areas in the City. In the ranking of the 18

residential areas from worst to best they are first and second in percent of deteriorating and dilapidated housing units and buildings, condition of property, sidewalk condition, and incidence of buildings with units of questionable legality. The table shows that 2 out of 3 housing units and 7 out of 10 buildings in these two areas are deteriorating or dilapidated. Environmental deficiencies were found in 27-38 percent of the cases, depending on the type of deficiency. Industrially zoned residential areas, railroad switching yards, double-decked freeways, and excessive noise from industry and jet aircraft testing have a profound blighting effect on areas 14 and 15. Area 15 contains two urban renewal projects: Acorn, primarily industrial, achieved by clearance and rebuilding; and Oak Center, just getting underway, primarily residential with emphasis on maximum rehabilitation of existing housing.

Residential area 13 ranks fourth when compared to the 18 city-wide residential areas in terms of building deficiencies. Almost one-half of all housing units and 42 percent of the buildings are found to be deteriorating or dilapidated. The condition of property showed that 27 percent of all residential properties were deficient. Adequacy of yards and courts were deficient on 14 percent of all residential properties. However, sidewalks were deficient in front of only 5 percent of the properties. The Grove-Shafter Freeway separates the two residential neighborhoods, Durant-Hoover and Pill Hill. The undifferentiated grid-iron street pattern of the Durant-Hoover neighborhood allows through traffic to pass throughout the residential streets.

Residential area 16 registers a wide discrepancy between the percentage of housing units in blighted buildings and blighted buildings; 18 percent of the former and 43 percent of the latter. The reason for this is that many such units were closed down a few years ago under the city's Operation Padlock program and therefore the non-blighted buildings contain a much greater proportion of the housing units. Many of these units are found in the older, yet still adequate rooming houses, hotels and apartment buildings in the lower Broadway and Madison Square areas.



0 1/2 1 MILE

OBSERVED QUALITY OF HOUSING



Low



Low Medium

The total property and sidewalk conditions showed deficiencies only in 13 and 12 percent of the residential properties respectively. However, 1 out of 2 parcels were found to be deficient in adequacy of yards and courts. This situation is to be expected because Area 16 is the third oldest area in the city with half of its buildings over 62 years, and built at a time when yard and court requirements were nonexistent.

6

FUTURE HOUSING REQUIREMENTS

One of the critical problems that Oakland, like most central cities, faces today is the inadequacy of its housing. A large percentage of its housing is old and much of it is in poor condition. If future housing requirements could be defined in terms of housing type, location, size, and cost, then public programs and private development efforts could be directed with greater precision towards areas of special need. Stanford Research Institute was charged with the responsibility of making such determinations for 1985.

In order to accommodate a wide range of factors necessary for a detailed analysis of future housing requirements, a mathematical housing model was used. The model was developed in order to simulate the City's housing requirements in 1985 based on demand generated by several different population projections. A computer was used to do the actual calculations. One purpose of the housing model was to provide future housing requirements for individual household areas. Each area exhibits its own unique combination of housing characteristics in 1985.

In the West Oakland Area the 1985 high projection* suggests a need for a 21 percent decrease in the number of occupied housing units. The low projection indicates a 30 percent decrease.

The high and low projections suggest that small units should account for only 40 - 42 percent of all occupied single family housing units (in 1966 small singles made up 61 percent) and 55 - 60 percent of all occupied multiple family units (in 1966 small multiples made up 66 percent). An overall increase in the size of the average housing unit is expected because both the high and low projections indicate relatively greater decreases in the need for small single family and multiple housing units than in larger units.

*Refer to the previous chapter for an explanation of high and low projections.

WEST OAKLAND AREA

TOTAL NET CHANGE AND OCCUPIED HOUSING UNITS BY TYPE
1966-1985 (IN THOUSANDS)

		Units In Single Family Buildings				Units In Multiple Unit Buildings					Total Units
		0-2 Bedroom	3 Bedroom	4+ Bedroom	Total in Single Family Buildings	0 Bedroom	1 Bedroom	2 Bedroom	3+ Bedroom	Total in Multiple Unit Buildings	
1966 Total Units		3.4	1.5	.7	5.6	5.7	3.7	3.1	1.7	14.2	19.8
No. Vacant		.1	.1	-	.2	.5	.4	.2	.1	1.2	1.4
No. Occupied		3.3	1.4	.7	5.4	5.2	3.3	2.9	1.6	13.0	18.4
Net Change Occupied Units 1966-85	LW LB*	-2.2	-0.5	-0.1	-2.8	-1.4	-0.9	-1.1	0.7	-2.7	-5.6
	LW HB**	-2.3	-0.5	-0.2	-2.9	-1.3	-0.5	-0.2	1.1	-0.9	-3.8
Estimated Occupied Stock 1985	LW LB	1.1	0.9	0.6	2.6	3.8	2.4	1.8	2.3	10.3	12.8
	LW HB	1.0	0.9	0.5	2.5	3.9	2.8	2.7	2.7	12.1	14.6

ADDITIONS AND DELETIONS TO OCCUPIED HOUSING STOCK
1966-1985 (IN THOUSANDS)

		Units In Single Family Buildings				Units In Multiple Unit Buildings					Total Units
		0-2 Bedroom	3 Bedroom	4+ Bedroom	Total in Single Family Buildings	0 Bedroom	1 Bedroom	2 Bedroom	3+ Bedroom	Total in Multiple Unit Buildings	
<u>LWLB</u>											
Total Additions		-	-	-	0.1	-	0.8	1.1	1.6	3.5	3.6
Construction		-	-	-	-	-	0.8	1.1	1.6	3.5	3.6
Conversions (in)		-	-	-	0.1	-	-	-	-	-	0.1
Total Deletions		-2.2	-0.5	-0.2	-2.9	-1.4	-1.7	-2.2	-0.9	-6.3	-9.2
Demolitions		-0.2	-0.5	-0.1	-0.8	-0.1	-0.1	-0.1	-0.1	-0.4	-1.3
Conversions (out)		-0.1	-	-	-0.1	-	-	-	-	-	-0.1
Unused 1966 Units		-1.9	-	-0.1	-2.0	-1.3	-1.6	-2.1	-0.8	-5.8	-7.8
Total Net Change		-2.2	-0.5	-0.1	-2.8	-1.4	-0.9	-1.1	0.7	-2.7	-5.6
<u>LWLB</u>											
Total Additions		-	0.1	0.1	0.1	0.1	1.1	2.0	1.9	5.1	5.2
Construction		-	-	-	-	-	1.1	2.0	1.9	5.0	5.0
Conversions (in)		-	0.1	0.1	0.1	0.1	0.1	-	-	0.1	0.2
Total Deletions		-2.3	-0.6	-0.2	-3.0	-1.4	-1.6	-2.2	-0.8	-6.0	-9.0
Demolitions		-1.2	-0.1	-	-1.3	-0.1	-0.1	-0.1	-0.1	-0.4	-1.7
Conversions (out)		-0.1	-	-	-0.2	-	-	-	-	-	-0.2
Unused 1966 Units		-0.9	-0.5	-0.2	-1.6	-1.3	-1.5	-2.1	-0.7	-5.6	-7.2
Total Net Change		-2.3	-0.5	-0.2	-2.9	-1.3	-0.5	-0.2	1.1	-0.9	-3.8

SOURCES: Stanford Research Institute (R.G. Spiegelman), Population Projections and Housing Requirements for Oakland In 1985. (A 701 Project publication); Menlo Park, California, 1968. (Selected data adjustments by 701 Project staff)

* LWLB represents a total 1985 population based on a combination of low white and low black projections.

** LWHB represents a total 1985 population based on a combination of low white and high black projections.

Figures in tables have been rounded and totals may not equal sum of components.

All of the 100 additions in single family units required by the high projection originate through the conversion of small single family units to larger single units. In this projection, unused dilapidated* houses constitute 52 percent of the 3,000 deletions in single family units while 42 percent are demolished to make room for new construction. The remaining 6 percent are conversions** of small single family units to larger singles and to multiple family units. Conversions also account for the 100 additions in the low projection. Of the 2,900 single family units deleted in the low projection, 69 percent go unused, 28 percent are demolished, and the remaining 3 percent are conversions to larger single family units. The net result of these additions and deletions is a loss of 2,800 - 2,900 single family units by 1985 in the low and high projections respectively. This amounts to over 50 percent of the Area's total 1966 supply of single family housing.

In the high projection, 98 percent of the 5,100 additions in multiple units originate through new construction. Conversions of single to multiple family units account for the remaining 2 percent. Unused dilapidated units constitute 93 percent of the 6,000 deletions in the high projection while demolitions make up the remaining.

*Unused dilapidated refers to those units which were not needed to satisfy the housing requirements of the projected 1985 population and were left standing, within the model, as "unused". These units were left over from the 1966 housing supply and most of them are dilapidated. It is assumed that these unnecessary dilapidated units will be removed.

**Conversion refers to the changing of one unit type to one or more of another unit type by adding rooms or whole units to an existing unit. The housing model overemphasized the conversion technique in the process of creating new units. Thus, many units shown as being added due to conversion may actually have to be added through new construction.

7 percent. In the low projection, all of the 3,500 additions in multiple units originate through new construction. Unused dilapidated units constitute 94 percent of the 6,300 units deleted in this projection while demolitions make up the remaining 6 percent. The net result of these additions and deletions is a loss of 900 multiple family units in the high projection and a loss of 2700 in the low projection.

7

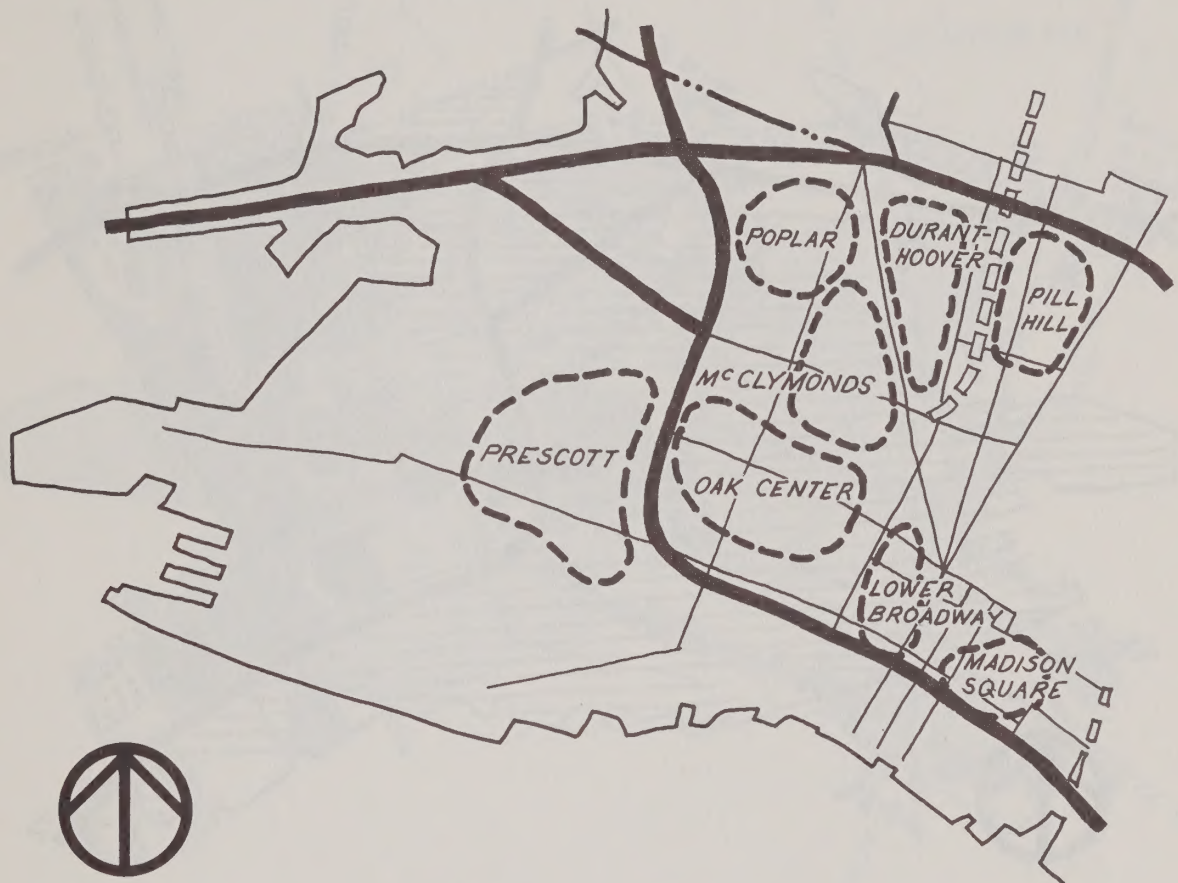
PHYSICAL FORM AND APPEARANCE

As part of the background for developing a comprehensive general plan for the City of Oakland, several important city-wide surveys were undertaken. One of the surveys sought to discover something about the appearance of the City - its visual quality. This survey, the 701 Project Urban Design Survey, was conducted and its results evaluated by a small group of City staff and its consultant. The intent of the survey was to identify those physical features and visual elements that compose the basic form of the urban structure, provide variety, character, and life in the urban environment, and reveal those architectural and aesthetic resources that should be preserved or enhanced in future planning programs. It further attempted to evaluate the physical character and visual quality of each part of the city, to identify specific problems in the physical environment and to look for seeming opportunities for new development or to improve the existing environment.

The text on the following pages describes the West Oakland Area mostly in terms of the general character and appearance of its residential, commercial and industrial development. The series of maps which follow represent a record of a wide variety of the Area's physical characteristics which were observed in the field by the Urban Design Team. The maps include:

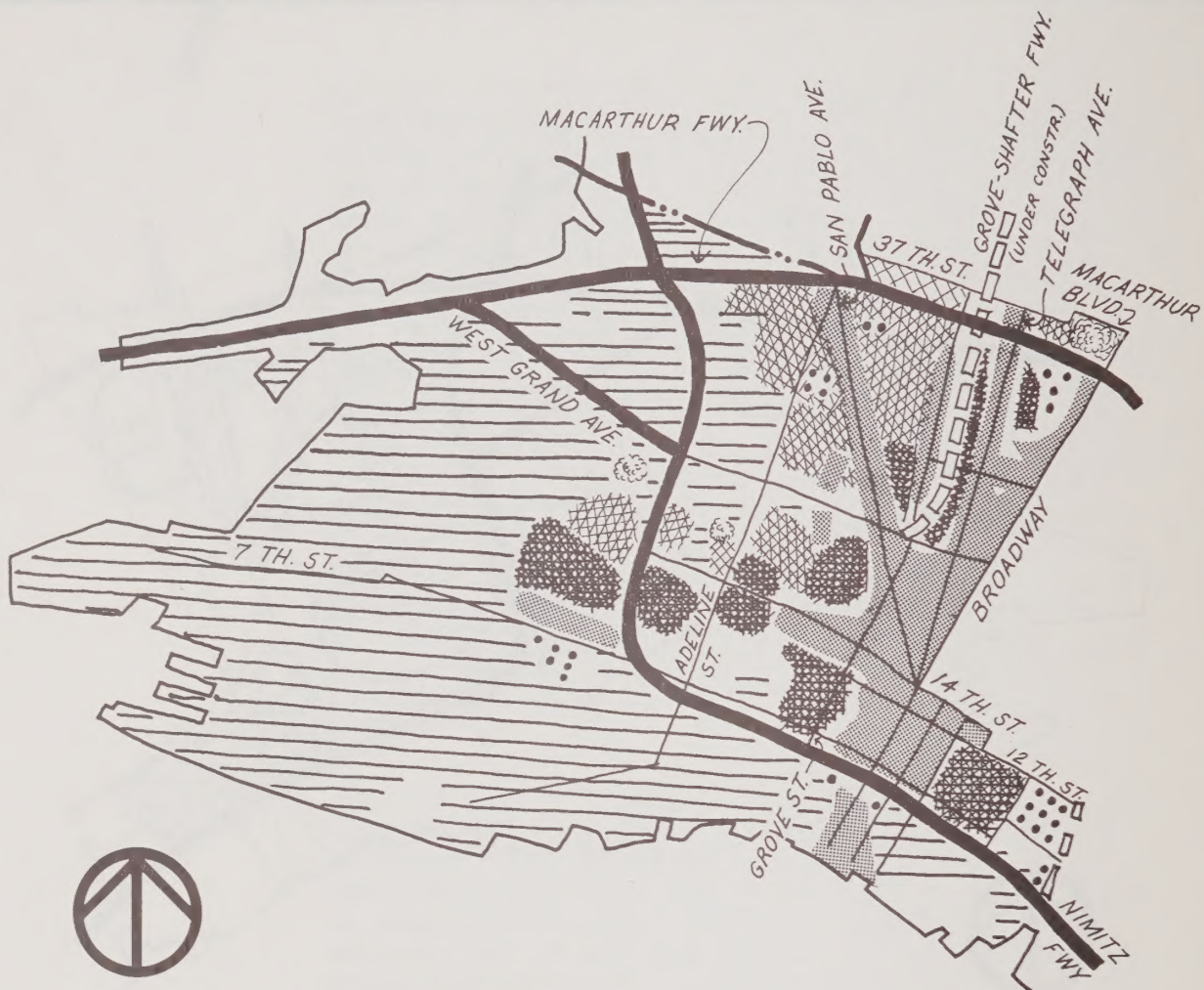
"Area Names" - an identification of the approximate location of residential areas as defined by the Urban Design Team. Identifying a residential area and determining its extent is a very imprecise exercise. However, some of the factors which help to define a particular area include logical topographic units which are bounded by freeways and other obvious barriers, general homogenous physical quality, and areas which seem to possess a sense of identity.

"Land Use" - an identification of the major types of activities which occur on the land.



AREA NAMES

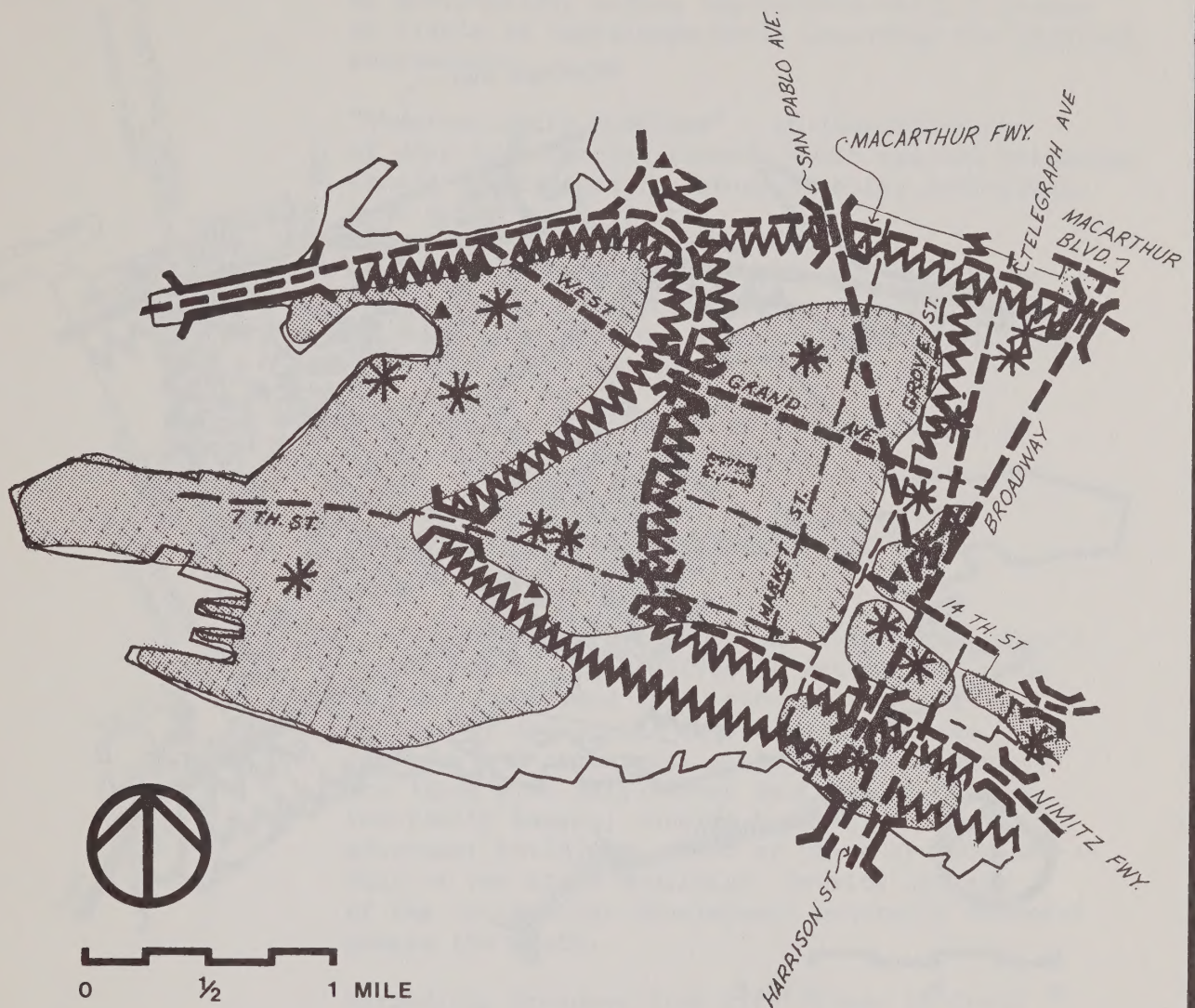
This map represents the 701 Project Urban Design Team's attempt to name each of Oakland's residential areas. It is based on what are believed to be commonly used local names, as well as an effort to define areas so they mark logical topographic units and are bounded by freeways and other obvious barriers.



0 1/2 1 MILE

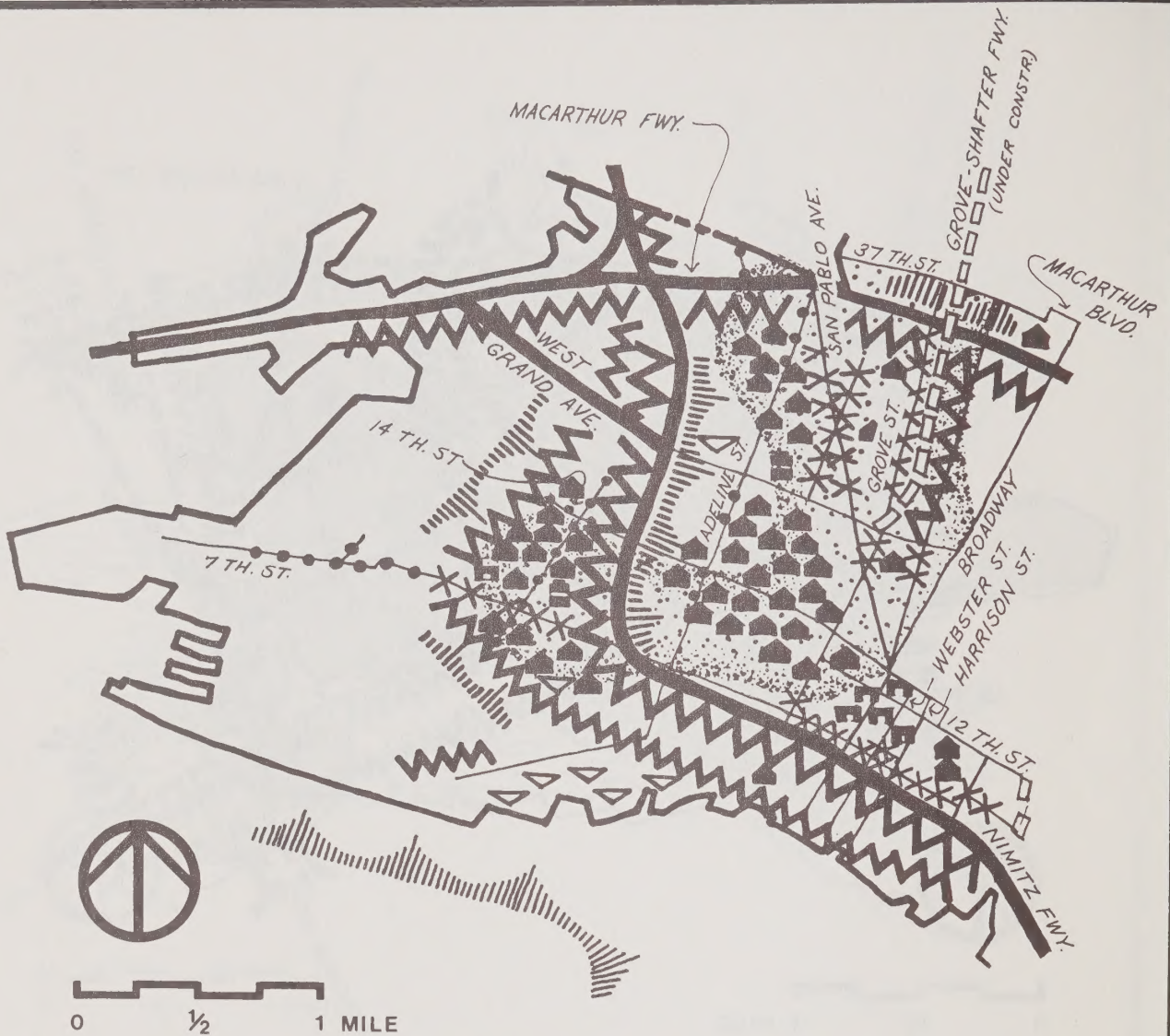
LAND USE

 Commercial	 Low Medium-Density Residential	 Park or Recreation
 High-Density Residential	 Industrial, Utility, Transportation	 Vacant
 High Medium-Density Residential	 Institutional or Governmental	



PHYSICAL FORM IMPRESSIONS

- | | | |
|------------------------|---|-------------------------------|
| — Path (Primary) | Gateway | Memorable District |
| - - - Path (Secondary) | * Activity Concentration | Major Park or Park-Like Space |
| Barrier (Man-Made) | ▲ Major Landmark Structure (Other Than Freeway) | |



OBSERVED MAJOR PROBLEMS

- | | | |
|--|---|--|
|  Deteriorating Housing |  Scrapyard or Derelict Industrial Area |  Other Unsightly Major Street |
|  Poorly Designed Recent Apartment Buildings |  Area Severely Lacking Open Space |  Freeway or Other Barrier |
|  Deteriorating Commercial Area |  Unsightly Major Commercial Street |  Noise |

"Physical Form Impressions" - an identification of particularly strong impressions which a person is liable to experience while observing the physical environment.

"Observed Major Problems" - an identification of physical features towards which special attention should be directed in future planning activities, both public and private.

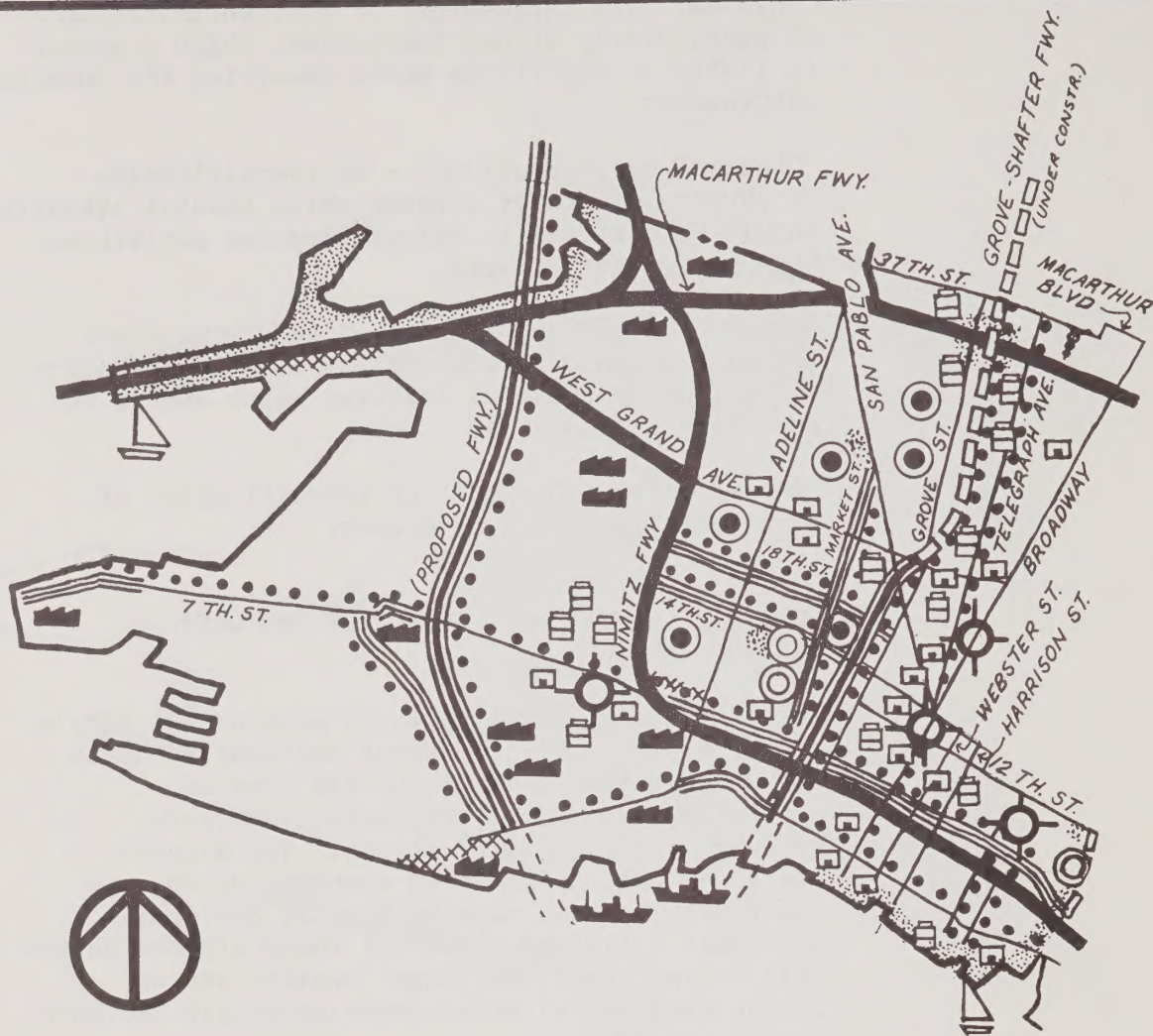
"Observed Major Opportunities" and "Open Space and Recreation Opportunities" - an identification of particular physical features which should be preserved and enhanced.

"Dominant House Style" - an identification of architectural styles of houses.

PHYSICAL FORM AND APPEARANCE OF THE WEST OAKLAND AREA

The West Oakland Area contains some of the City's oldest houses. The different residential areas are largely hemmed in or cut-off from one another by industrial corridors, railroads, freeways and commercial strips. The streets are lined with fairly even textures of one and two-family houses, rooming houses, and small apartment buildings. Most of these are one-and-a-half or two story dwellings. Density and age of the residential development generally decrease toward the north.

Straddling Broadway from 11th Street to Grand Avenue, and falling both within the North Central Oakland and West Oakland Areas is the City's Central District retail-and-office Core. Here almost all the frontages are occupied by continuous, side-to-side buildings, many of them multiple story. The main shopping streets (Broadway, Telegraph Avenue and Washington Street) are lined with storefronts, but the Core also accommodates a variety of office, service and other establishments. Along Telegraph Avenue from 24th to 27th is a shopping district of semicontinuous and generally undistinguished storefronts dominated by a large Sears Department



0 1/2 1 MILE

OBSERVED MAJOR OPPORTUNITIES



Vacant Land



Rapid Transit Station
(Under Construction)



High-Priority New Public
School (Schematic)



High-Priority Public
School Site Expansion



New or Widened Trafficway
(Planned or Possibly Needed)



New Apartment
Buildings



New Commercial
Uses



Medical Center



New Industrial
Development



New Marina



Planting or Other
Trafficway Treatment

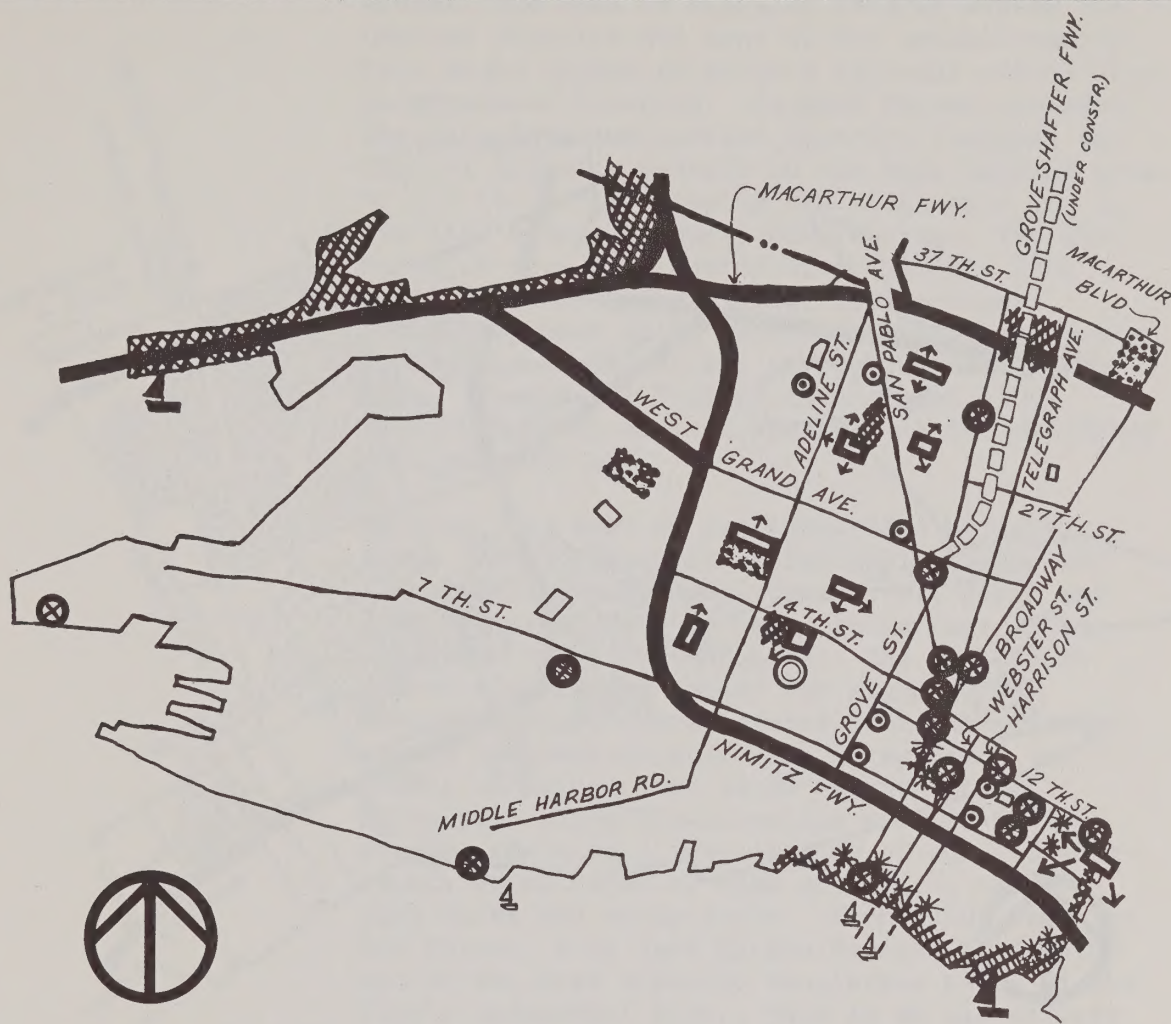


Other New
Major Park



New Ship Terminal

OPPORTUNITIES FOR:



0 1/2 1 MILE

OPEN SPACE AND RECREATION OPPORTUNITIES



Major Park Opportunity



Existing Major Park or Park-Like Space



Small Park or Plaza Opportunity



Existing Small Park or Plaza



High Priority Public School Site Expansion



Other Existing Public School



High Priority New Public School



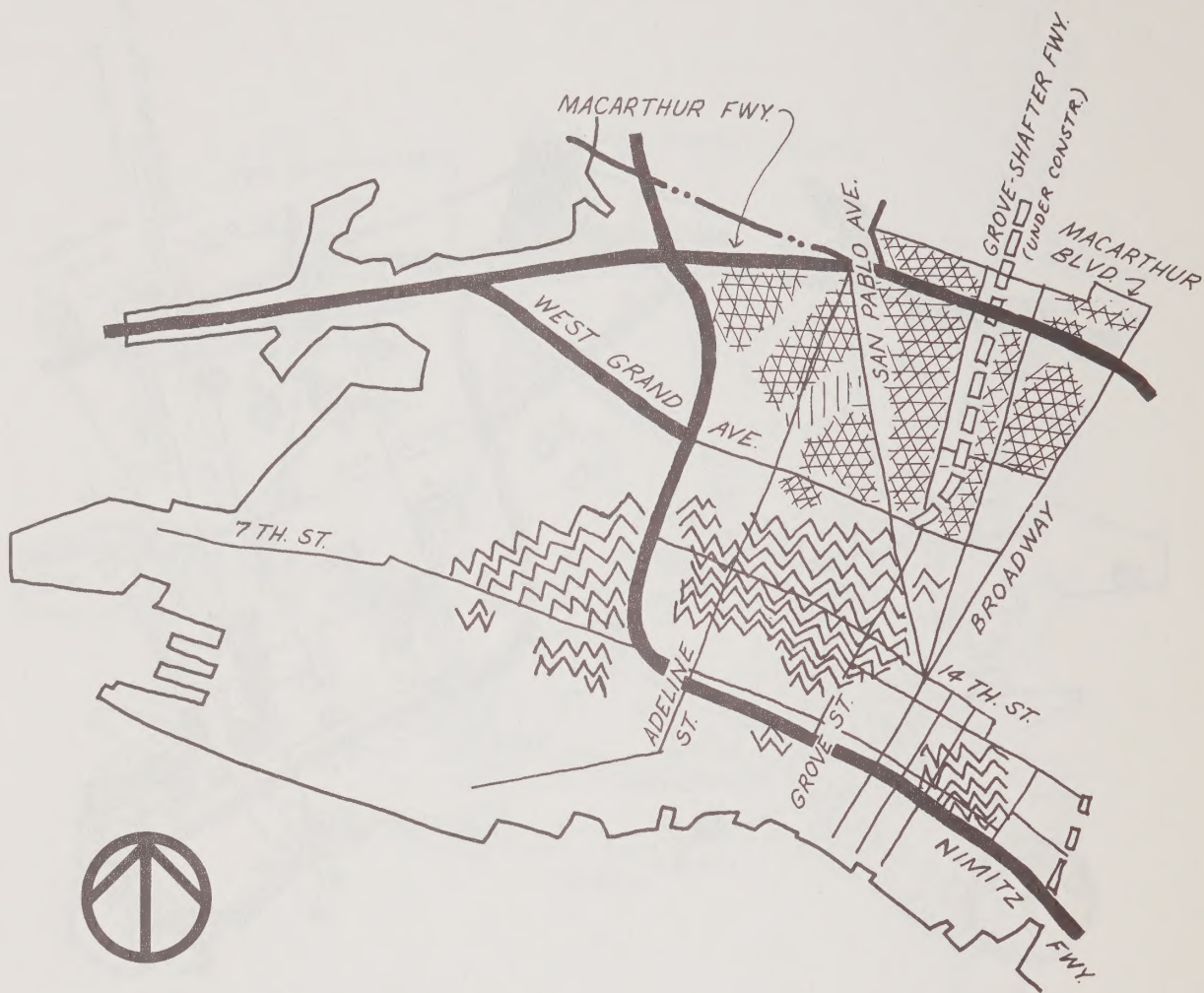
Existing Marina



Marina Opportunity



Commercial Recreation Opportunity



0 1/2 1 MILE

DOMINANT HOUSE STYLE

 Victorian

 Neoclassic or Related

 California Bungalow

Store. The area is actually located within the Central District and many of the establishments here would appear to serve a regional rather than neighborhood function. Seventh Street contains the only large commercial district (outside the Central District proper) in the West Oakland Area. Of all the large shopping districts this one is the City's most visually distressing. The district is very old, dating from the late 19th Century and is quite visibly falling apart. San Pablo, East 12th, Grove and Market are rather shabby commercial strips throughout most of the area. Commercial "strip" development along Telegraph looks more prosperous and the buildings more substantial.

In this Area most of the industrial buildings above 28th Street west of San Pablo Avenue and along Adeline and Lowell Streets are small and many are mixed with houses. Below here larger buildings become more common. The industrial district continues around the edges of the Prescott neighborhood, mixing with the adjacent houses and deteriorates into scrap yards and shabby buildings just below Seventh Street. Below this along the shoreline west of Grove Street, there is a long section of squalid ship-repair docks (some of them derelict), steel-junk docks and scrap yards. From about Grove to Oak Street, near Jack London Square, is located one of the most visually consistent parts of the City's industrial belt. This is an old orderly and compactly built-up section of warehouses and factories. Much of the charm of the Square and the first few blocks of Broadway derive from the proximity of the district.

Parts of the West Oakland Area performs a significant role as a major transportation hub. The entire outer peninsula of the Area is packed with ship and truck terminals, military overseas supply depots, railroad lines, and marshaling yards. Its skyline is dominated by loading cranes and ship derricks. The street pattern is composed of a series of somewhat inconsistent grids. The whole area is cut across at odd-angles by a series of strong, usually commercially developed arterials. The street grid of this entire area is badly cut off from the shoreline by great supply depots, terminals and industries. One

of the two Bay Area Rapid Transit Stations which serve the Oakland Central District Core Area straddles the boundary between the West Oakland Area and the North Central Oakland Area. This station is located on Broadway between 19th and 20th Streets. The other station falls entirely within the West Oakland Area and is also located on Broadway but between 11th and 14th Streets. Both of these subsurface stations are over 700 feet long and consist of two platform levels and a mezzanine. The entrances will be located on both sides of Broadway for the full length of the station. Almost all of the passengers using the stations will arrive and depart by surface feeder transportation or as pedestrians. A third station in the Area is located under the former Madison Square Park at Oak and between 8th and 11th Streets and will serve Civic Center employees, Junior College students, and visitors to the Auditorium, Museum, and other nearby cultural facilities. The BART administrative headquarters and train control center is also located at the Madison Square Park site.

8

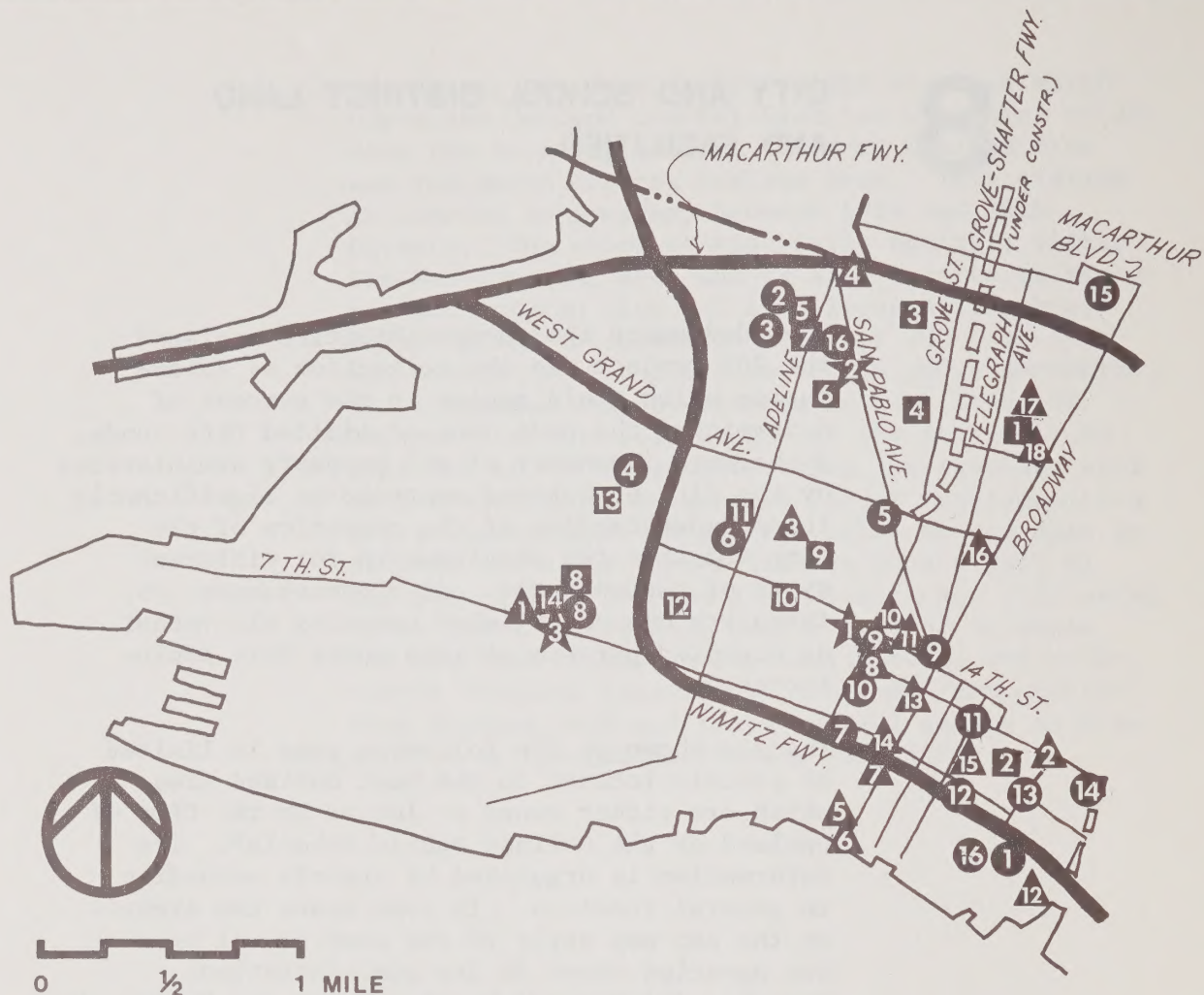
CITY AND SCHOOL DISTRICT LAND AND FACILITIES

Included among the responsibilities assigned the 701 Project was the collection of information which could assist in the process of determining the best use of limited City funds. A thorough inventory of all property administered by the City of Oakland contributes significantly to an understanding of the operation of the City and thus the requirements for different types of expenditures. As a consequence, an inventory was established covering all vacant or occupied parcels of land under City administration.

The map shown on the following page is limited to parcels located in the West Oakland Area which are either owned or leased by the City of Oakland or the Oakland Public Schools*. The information is organized by symbols according to general function. In some cases two symbols on the map may apply to the same parcel because two agencies share in its administration. Parcels administered by the Street and Engineering Department are not shown on the map. Many of these are small odd-shaped, unused pieces of land, typically unused rights-of-way.

The accompanying table contains information for those Oakland Public School facilities which are physically located within the West

*The City contains many parcels and facilities owned or leased by public agencies which are not within the direct administrative jurisdiction of the City of Oakland. Such public agencies include for example, the Public Housing Authority, the Port of Oakland, the Peralta Junior College District, the Redevelopment Agency, and various Federal, State and County agencies. Parcels administered by such public agencies are not shown on the map.



CITY AND SCHOOL DISTRICT PARCELS

SCHOOL DISTRICT

1. Grant Senior High
2. Lincoln School
3. Hoover Junior High
4. Durant School
5. Clawson School
6. McClymonds High
7. Clawson Children's Cent.
8. Prescott Children's Cent.
9. Lafayette School
10. Lowell Junior High
11. Ralph J. Bunche School
12. Cole School
13. Willow Manor School
14. Prescott School

PUBLIC LIBRARIES

1. Charles S. Greene Branch
2. Jack London Branch
3. West Oakland Branch

PARKS AND RECREATION DEPTS.

1. Recreation Dept. Shops
2. Union Park
3. Poplar Municipal Playground
4. Ernie Raimondi Park
5. Collins Fountain
6. De Fremery Park
7. Jefferson Square
8. Cambell Village Rec. Center
9. City Hall Plaza
10. Lafayette Square
11. Lincoln Square
12. Rilea R. R. Park
13. Madison Park
14. Peralta Park
15. Mosswood Park
16. Saint Andrews Plaza

OTHER CITY PARCELS

1. Fire House No. 3
2. Oakland Museum
3. Fire House No. 9
4. Fire House No. 5
5. City Parking
6. Fire House No. 2
7. Police Trans. and Bicycle
8. Traffic Eng. and Parking
9. Fire House No. 1
10. City Parking
11. City Hall
12. Fire Dept. Drill Tower
13. Traffic Eng. and Parking
14. Police - Hall of Justice
15. Fire House No. 12
16. Traffic Eng. and Parking
17. City Parking
18. Fire House No. 15

WEST OAKLAND AREA

SCHOOL ENROLLMENT, CAPACITY, BUILDING AND SITE NEEDS

NAME OF SCHOOL	Total Enrollment			Permanent Capacity 1968	% of ² Capacity 1968	Year Built/ Year of Major Improvement	Cost Estimates of Building and Site Needs ¹			
	1963	1968	% Change				Building	Site	Moderni- zation	Total
ELEMENTARY SCHOOLS TOTAL	6,159	4,189	-68	5,120	69		\$1,221,030	\$856,800	\$701,100	\$2,177,730
Bunche	562	401	-40	0*	-	63	-	246,200	-	246,200
Clawson	790	634	-25	902	70	14,61	66,800	-	94,850	161,650
Cole	809	403	-101	746	54	26,26,49	41,450	84,000	145,400	270,850
Durant	929	770	-21	883	87	13	122,100	189,000	255,750	566,850
Lafayette	917	643	-43	755	85	48	371,580	190,000	8,250	569,830
Lincoln	420	328	-28	485	68	61	-	-	-	-
Prescott	1,302	778	-67	1,349	58	26,59	17,900	147,600	131,950	297,450
Willow Manor	430	232	-85	0*	-	62	-	-	-	-
JUNIOR HIGH SCHOOL TOTAL	1,953	1,395	-40	1,764	71		814,400	306,000	220,600	1,341,000
Hoover	736	622	-18	759	82	29,60	45,000	101,000	210,100	356,100
Lowell	1,217	773	-57	1,005	77	28,37,59	769,400	205,000	10,500	984,900
HIGH SCHOOL TOTAL	1,555	1,048	-18	1,739	-	-	567,400	575,000	-	1,142,400
Grant	317			289	-					
McClymonds	1,238	1,048	-18	1,450	-	-	567,400	575,000	-	1,142,400
AREA - TOTAL	9,667	6,632	-55	8,623	72		\$2,602,830	\$1,737,800	\$921,700	\$4,661,130

SOURCE: Oakland Public Schools.

¹To update costs to current levels, Oakland Public Schools suggest adding 10% to cost estimate figures.

²Over 100 indicates the extent to which the enrollment exceeds the capacity of the school facility. Below 100 indicates the extent to which the enrollment is below the capacity of the school facility. Total percentage calculations are expressions of the total of only those schools for which a "permanent capacity" estimate was available.

*Indicates Portable School Building(s).

Oakland Area. The service districts of the schools are quite independent of the Area boundary lines. Thus, a particular school may be accommodating the educational requirements of young people residing outside the West Oakland Area as well as those residing within the Area. The reverse situation also occurs - a certain portion of the young people residing within the West Oakland Area may be attending schools located outside the Area's boundaries. These circumstances should be kept in mind when considering the significance of information such as "capacity used" or "building and site needs."

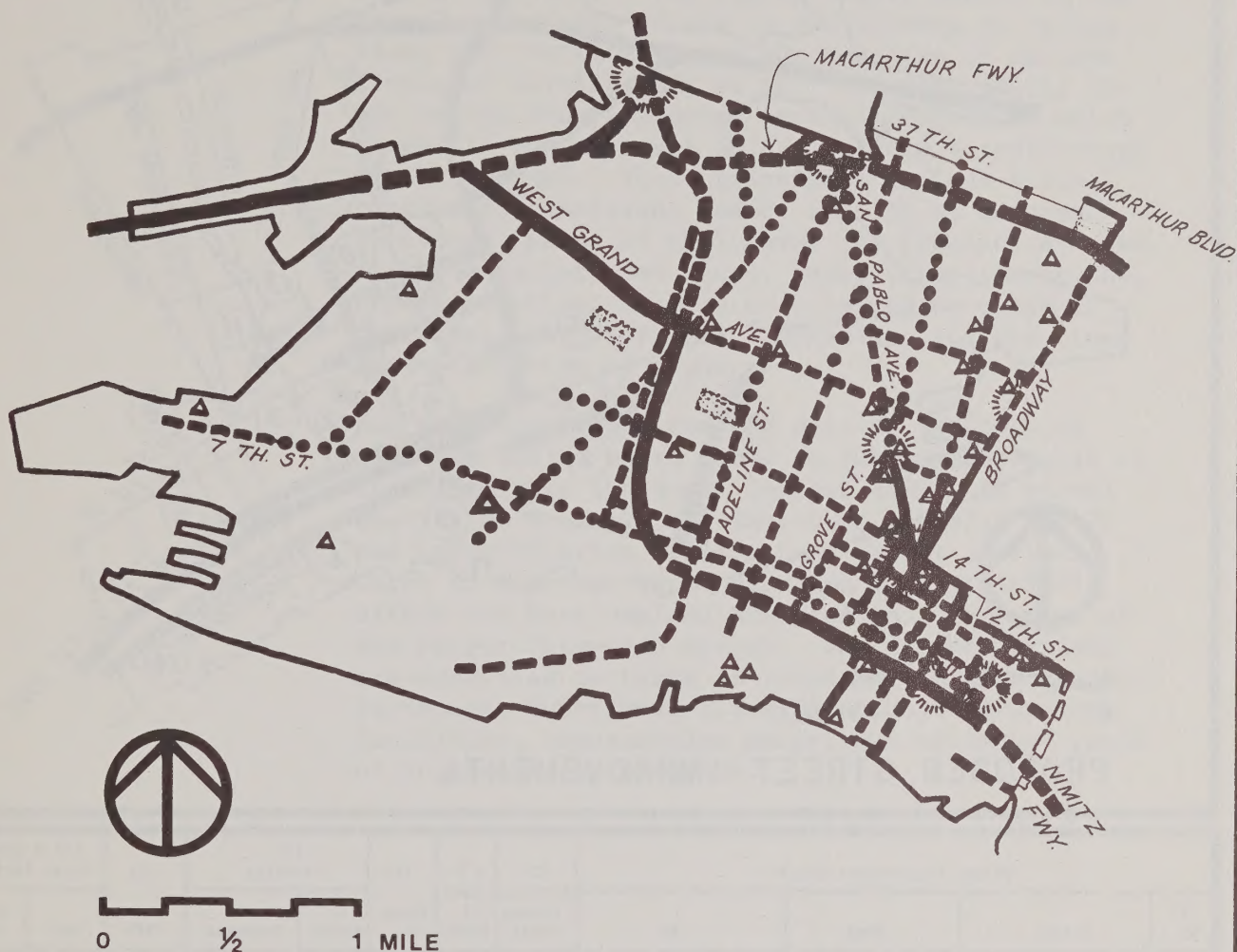
9

STREET IMPROVEMENTS AND TRAFFIC CHARACTERISTICS

Significant improvements could be made at literally thousands of locations throughout the City's street system. Improving the system with severely limited funds raises very complex problems in determining which projects provide the best return for the investment. Funds cannot be rationally allocated for street improvement projects unless a means is available for evaluating the relative importance of various proposals. A three-man 701 Project Transportation Team, representing City departments directly involved in the planning and maintenance of the City's street system, sought to comprehensively evaluate the system.

The sheer size and complexity of the City-wide system forced the Transportation Team to bypass minor or "local" streets and to concentrate only on those streets which were considered most important - the "arterials" and the "collectors." To accomodate as many important factors as possible in the evaluation process an arithmetic formula and a numeric rating system were developed and applied to every section of all major streets. Levels of functional adequacy were determined, deficiencies were identified, and the immediate environmental context was considered for individual street sections. The overall environmental context of the individual household area was also an important factor in the evaluation of the street section. However, the fundamental considerations in establishing project priority were the coordination of the particular street section project with other projects in the City and its functional relationship to the City street system as a whole. As a consequence the number of projects vary widely from area to area. The Transportation Team confined its analysis to 60 of the most important proposed street improvement projects in the City. The projects shown for the West Oakland Area are counted among the 60 City-wide projects.

In contrast with the functional orientation of the 701 Transportation Team, the 701 Urban Design Team evaluated the City's streets in terms of "visual quality" and assigned a rating. Visual quality was



VISUAL QUALITY OF MAJOR TRAFFICWAYS

— Good or Excellent

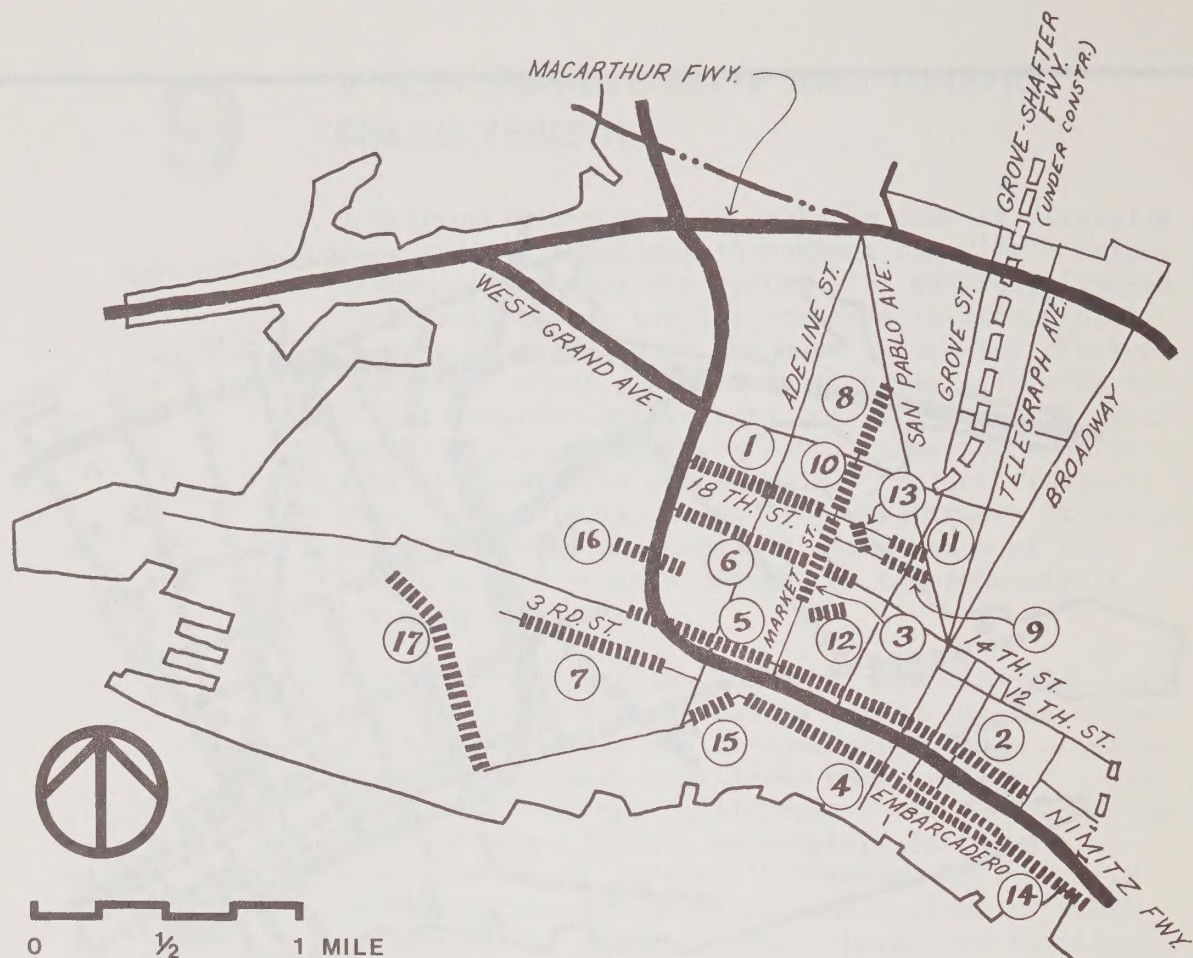
..... Poor or Awful

△ Landmark Structure
(Other Than Freeway)

----- Average

☼ Especially Confusing
Intersection

■ Major Park or
Park-Like Space



PROPOSED STREET IMPROVEMENTS

Street Improvement Project				(2)	(3)	(4)	(5) Facility		(6)	(7) Average Daily Traffic	
(1) No.	Street	From	To	Service Rating Total	Cost \$ (000)	Phase No.	Exist.	Proposed	VMPD	1967	Est. 1985
1	18th Street	Cypress Street	Market Street	34.7	303	I	4-Lane	4-Lane	2,348	3,000	18,000
2	7th Street	Market Street	Fallon Street	36.7	1,350	I	4-Lane	6-Ln Divd.	8,984	20,000	24,000
3	Market Street	10th Street	18th Street	37.7	400	I	4-Lane	6-Ln Divd.	3,107	12,500	16,000
4	Embarcadero	Filbert Street	Fallon Street	40.6	770	I	2-Lane	4-Ln Ind.	3,978	3,000	8,000
5	7th Street	Cypress Street	Market Street	47.4	408	I	4-Lane	6-Ln Divd.	4,303	14,300	24,000
6	14th Street	Nimitz Freeway	Grove-Shafter Fwy.	48.2	608	I	4-Lane	6-Ln Divd.	8,048	11,500	24,000
7	3rd Street	Union Street	Peralta Street	47.6	230	IV	0-2-Ln	4-Lane		2,000	8,000
8	Market Street	W. Grand Avenue	San Pablo Avenue	42.3	845	I	4-Lane	6-Ln Divd.	3,107	10,000	14,000
9	17th Street	Castro Street	Clay Street	48.8	183	I	2-Lane	3-Lane	132	700	20,000
10	Market Street	18th Street	W. Grand Avenue	42.2	880	I	4-Lane	6-Ln Divd.	1,776	12,500	16,000
11	18th Street	Castro Street	Jefferson Street	55.1	465	I	2-Lane	3-Lane	142	1,000	20,000
12	11th & 12th Street	Connection		46.0	100	I	0	2-Lane		7,000	21,000
13	17th & 18th Street	Connection		46.0	109	I	0	2-Lane		2,000	20,000
14	Embarcadero*	Webster Street	5th Avenue	49.3	562	II	2-Lane	4-Lane		2,400	5,000
15	Adeline Street	Overpass		51.8	3,000	III	2-Lane	4-Ln Struc	3,409	10,500	15,000
16	10th Street	Poplar Street	Peralta Street		227	I					
17	Embarcadero	Maritime St.	Middle Harbor Rd.		1,200	IV					

EXPLANATION OF COLUMN HEADINGS:

- (2) Service Rating Total is an expression which suggests how well a street section functions. The rating is based on the section's operational characteristics and maintenance performance. The lower the number the better the rating.
- (4) Phase Number indicates a time period within which the project should be constructed, and is based on service rating, cost, traffic volume, coordination, and funding. I = 1969-1974, II = 1975-1979, III = 1980-1984, IV = 1985+.
- (6) VMPD (Vehicle Miles Per Day) is based on traffic volume (no. of vehicles) multiplied by the length of the street section.
- (7) Average Daily Traffic (traffic volume) is the number of vehicles using the street section during an average 24 hour period.

*Partly located in Area C

determined through the "linear" experience of driving or riding along Oakland's major streets and freeways -- the way the individual usually sees most of his city. The rating refers always to the travel experience of the person driving or riding along the trafficway, not the reaction of persons living or working next to it. The work of the Urban Design Team suggested several principles which seemed to be important in determining a trafficways' visual quality. These principles include strong contrasts, consistent theme, quality of adjacent buildings, sense of enclosure, the presence of landmarks, adjacent open space, interesting topography, street planting, absence or presence of overhead utilities, the design of luminaires, and the clustering and size of signs.

The following pages contain data in the form of maps and tables which focus on two basic aspects of traffic within the West Oakland Area; 1) visual quality of freeways and important streets, and 2) the identification of important street sections which if improved would function more positively within the West Oakland Area and as a component of the larger City-wide system. The street sections are described in terms of location, service characteristics, functional classification, improvement facilities, construction phase, and estimated costs of suggested improvements.

SOURCES OF INFORMATION

<u>Chapter Number</u>	<u>Chapter</u>	<u>Based Directly on or Derived from Information Source(s)</u>
1	Population Characteristics	9
2	Future Population Characteristics	8
3	Labor Force Characteristics	4,9
4	Housing Characteristics	3
5	Housing and Environmental Quality	2,3,6
6	Future Housing Requirements	8
7	Physical Form and Appearance	1,2
8	City and School District Land and Facilities	5,7
9	Street Improvements and Traffic Characteristics	2,4

Information Source Number

Information Source

- 1 Oakland City Planning Department, 701 Division; BART Impact, 5 Oakland Station Areas. Oakland, California, 1969.
- 2 Oakland City Planning Department, 701 Division; Oakland's Form And Appearance. Oakland, California, 1968.
- 3 Oakland City Planning Department, 701 Division; Oakland's Housing Supply; Cost, Condition, Composition, 1960 - 1966. Oakland, California, 1968.
- 4 Oakland City Planning Department, 701 Division; Oakland Preliminary Circulation Plan, 1966 - 1985. Oakland, California, 1968.
- 5 Oakland City Planning Department, 701 Division; City-Owned Parcels Inventory. Oakland, California, 1968.
- 6 Oakland City Planning Department, 701 Division; Residential Survey File. Oakland, California, 1966.
- 7 Oakland Public Schools; Report Of School Building Committee. (Portions of this publication were updated by 701 Project Staff for the purposes of the Subarea Report series.) Oakland, California, 1964.
- 8 Stanford Research Institute; Population Projections And Housing Requirements For Oakland In 1985. (This publication was prepared for the 701 Project.) By R.G. Spiegelman; Menlo Park, California, 1968.
- 9 Survey Research Center, University of California; Housing And Population Tabulations From The 701 Household Survey Of Oakland. By William L. Nicholls II; Berkeley, California, 1967.

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